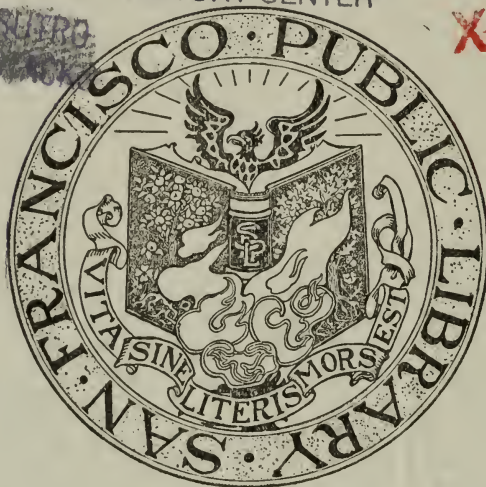


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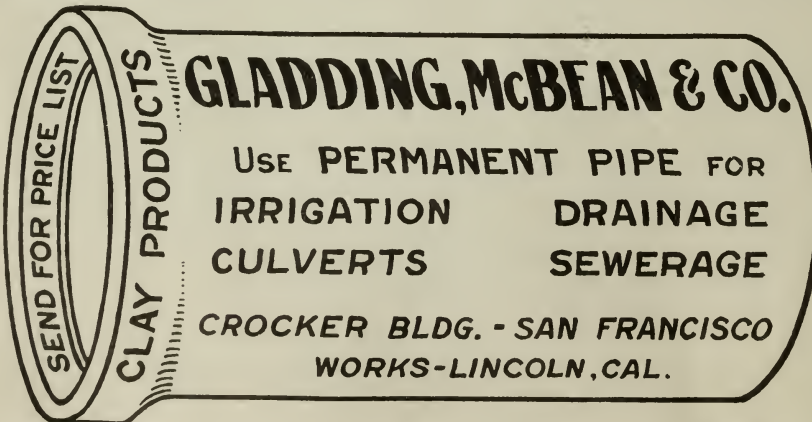
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JANUARY, 1921

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Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California, under the Act of March 3, 1879.

DISCUSSION FOLLOWING THE ADDRESS OF E. F. SCATTERGOOD ON SOME OF THE ENGINEERING AND ECONOMIC FEATURES OF THE MUNICIPAL ELECTRIC SYSTEM OF LOS ANGELES

Mr. Scattergood told of the problems which the officials of Los Angeles were compelled to solve and the obstacles they were obliged to overcome in order to achieve the great results of which they should feel justly proud.

MR. FRED C. WHEELER, of Los Angeles: Mr. Chairman, I want to suggest that I think the delegates here would perhaps be interested in knowing the amount of money that we have invested in the power project, the amount in the generating plants, the transmission line, and also in the distributing system. Mr. Scattergood did not touch on that point.

MR. SCATTERGOOD: In round figures, and that is all you would care for, I am sure, the City has approximately \$8,000,000 invested in the generating works, some partly finished and some in operation, and in the distributing system, which constitutes sub-stations for the lines to reach the whole city.

MAYOR LOUIS BARTLETT, of Berkeley: Mr. Scattergood, you spoke sometime ago about there being ten to fifteen per cent. cost of operation and balance interest on money involved. Did you have in mind at the time you said that the distributing system, or merely the cost of bringing the power to the large centers?

MR. SCATTERGOOD: I had in mind at that time that the operating expense is something like one-tenth of a cent per kilowatt hour, the fixed charges, that is, allowance for depreciation and interest being the remainder, in the larger plants, and the cost simply of delivering the power at central distributing points, not at all of distribution to consumers.

MAYOR BARTLETT: Can you tell us about what proportion of the total cost involved would be involved in the distributing system in Los Angeles, for instance?

MR. SCATTERGOOD: The percentage of revenues as covered by interest—roughly something like one-half—I haven't it in mind just for the moment exactly.

MAYOR BARTLETT: Let me ask you another question. When taking over these systems in Los Angeles, did you have any difficulties by reason of the action of the Railroad Commission, or did you find cooperation? That is a question which is of very vital interest to us in Berkeley, because we are at the present time discussing the proposition of taking over our water supply.

MR. SCATTERGOOD: The State Railroad Commission has cooperated in every possible way toward bringing the different interests together and facilitating the working out of that question without detriment to the public or detriment to any existing investment, so far as practicable.

SECRETARY MASON: There are one or two questions I would like to ask of Mr. Scattergood that I think are pertinent at this time. I was going to ask him if he could give us approximately the relative cost to the community, the difference in cost between your service and that of private companies. How much lower rates do you give than the private companies, approximately?

MR. SCATTERGOOD: Our rate at the present time is based on 5.6 cents per kilowatt hour for light and 4.5 cents per kilowatt hour for power. I think that is something like thirty or thirty-five per cent lower than the rates of the private companies.

SECRETARY MASON: You spoke of it being possible for the other cities to do the same as Los Angeles has done. I presume you would say that a group of cities could join together and do the same thing.

MR. SCATTERGOOD: That is what I had in mind by a district, yes.

MR. GRANT M. LORRAINE, City Manager of

Alhambra: You said that any city or group of cities can operate cheaper than a private company, and by inference therefrom implied that the private corporation organization expense would not be so small. Is that so?

MR. SCATTERGOOD: Yes.

MR. LORRAINE: Do you mean that it cannot be or is not?

MR. SCATTERGOOD: Both—partly “cannot be” and partly “is not.” Necessarily it cannot be, because a private corporation has a good many things to look after in the way of financing and community sentiment, in a legitimate way, I mean, and looking after affairs generally, where for a city, there is nothing to think about except to get busy and generate power and distribute it.

MR. LORRAINE: That is the point I wanted brought out.

MR. SCATTERGOOD: So I say, partly cannot be as small, and perhaps it may be a great deal more.

MR. LORRAINE: Can you conceive of any condition of service wherein you would be justified in delivering energy at cost?

MR. SCATTERGOOD: The city would be perfectly justified in delivering energy at less than cost for the purpose of developing a community, manufacturing, or whatever element the community might need most to build it up and round it out. But that would be a matter of public policy. I mentioned the fact that the City of Los Angeles is not doing that. It may do it sometime in the future, perhaps.

MR. LORRAINE: Can you conceive of any condition where you would be justified in selling at cost in order to equalize your load—just for that reason alone—because you had the ability to do so?

MR. SCATTERGOOD: Sometimes a load of a certain sort is particularly advantageous on account of the way in which it fits in with the other load, and while that could not be served commercially by the addition of the cost to the company or the municipality in serving it, it should be given consideration and can be given consideration, and at the same time benefit all the remaining consumers. A load of that sort should not be given all the benefit, is what I mean to say. The benefit should be given to the combination, because the existing load creates a condition which permits the further peculiar load coming in, a combination resulting in the reduced generating cost or production and distribution cost.

MR. LORRAINE: It would be true, then, you think, if you are operating a private utility

serving energy, that you might have a condition where you could offer to sell energy at cost—looking at it from the viewpoint of the public utility.

MR. SCATTERGOOD: No, I would say now, but I am not sure whether that answers the exact question you have in your mind, or not.

MR. LORRAINE: Probably others have the same idea in mind that I have.

MR. SCATTERGOOD: You did not put your question as to what you are driving at entirely clear to me.

MR. LORRAINE: Perhaps not. Take a case. Recently, before the State Railroad Commission, in the case of the Edison Company, on application to establish rates, it developed that they were selling energy to the Pacific Electric at cost or a little less. I was anxious to learn if there was any condition which would justify privately operated utility in selling energy at cost.

MR. SCATTERGOOD: Now, I understand you. I would say no to that question as you put it. At the same time, it is possible that energy might be sold to the extent of a part of the load at less than the average cost and to other parts of the load at somewhat more than the average cost, but not less than the cost to the company of producing the lesser member's energy. The reason why you would sell energy to one consumer or to a consumer having a particular class of load at less than the average cost would be because the production of that energy would cost much less than the average cost of production. So that you should not sell it at cost, you should sell it at a profit, though in so selling it at a profit, it might be somewhat less than the average cost of the whole.

MR. LORRAINE: It might be well to state the reason given for selling it at such a low rate. The defense was that, during the day, they required the energy for other purposes, it took a heavy load off on the Pacific Electric, and slowed down their service, and would require an added investment to develop that energy by steam, therefore they felt they were justified in selling it at cost or at a lower rate.

MR. SCATTERGOOD: That is a matter that might be computed quite accurately, but was not, however, in that hearing.

MR. FRANK V. CORNISH, City Attorney of Berkeley: With the prices prevailing last year, I understand you did make quite a profit. Will you state the results of last year?

MR. SCATTERGOOD: That we did make quite a profit?

MR. CORNISH: Yes.

MR. SCATTERGOOD: My reason for not stating what we are making in the way of profit right now is that we have a partial business of our own and an operating agreement. That operating agreement is not exactly like the freight business itself—it may be very profitable or it may produce very little profit, according to the terms of the agreement, and the rate that the Edison might be charging on their lines. But to show you what the municipal rates are from the standpoint of cost, I used that hypothetical case.

MR. CORNISH: I understand the operating agreement includes the emergency.

MR. SCATTERGOOD: We are at the present time making a good deal in excess of operating expenses plus fixed charges, and we are using that to pay for these plants that we built in order to help out the power situation.

MR. NORMAN E. MALCOLM, City Attorney, Palo Alto: I understand that you are supplying other municipalities. At what rate did you supply other municipalities than Los Angeles?

MR. SCATTERGOOD: We are supplying one other municipality, and that is the City of Pasadena, which has a system of its own. The rate we are charging the City of Pasadena for surplus power, in case we have it, is \$.065 per kilowatt hour. The Pasadena steam plant, of course, is of benefit to the City of Los Angeles, in that if we do not have power, they take care of their own load, and there is some surplus that is at times available for the City of Los Angeles. So the two municipalities work together for the benefit of both.

MR. GEORGE MATTIS, City Engineer of Oakland: What amount, if any, was paid for the

capital investment in bringing the water to the generator, in fixing your rate?

MR. SCATTERGOOD: The capital investment in the aqueduct?

MR. MATTIS: Yes.

MR. SCATTERGOOD: There was no allowance made, neither is there any allowance made by the Southern California Edison Company for getting the water to Big Creek out in the mountains, and the two are entirely parallel. The City's power bureau has paid for four miles of regular tunnels, per thousand feet of head, while the Southern California has only been required to build 1.7 per thousand feet of head. So they have an advantage, if it is very material. We have diverted the water along in channels where the aqueduct did not build, and for greater distances, comparatively, than these hydro-electric plants built by the companies where they have selected the most advantageous sites on the streams. So, if you are comparing rates, we haven't advantage over them.

MR. MASON: I wish Mr. Scattergood would inform the delegates as to what was the comparative advance by the municipality and the private companies distributing electricity in the City of Los Angeles during the last three or four years?

MR. SCATTERGOOD: The private companies distributing to Los Angeles have increased their rates something like 45 per cent. The City has temporarily increased its rate 12½ per cent. in order to enable us to pay our debts which must be paid, without waiting further for bond money that was intended for its payment. Otherwise they have not been raised.

POWER DEVELOPMENT BY MUNICIPALITIES—THE FEDERAL WATER POWER ACT

By H. A. MASON, Secretary-Treasurer of the League

A few pertinent facts may well be stated by way of introduction.

1. California is the second state in the Union in the possession of natural water power, having a potential supply of 9,000,000 H. P., of which less than 10% has been developed and put to beneficial use.

2. At the present time the demand for electrical energy is greater than the supply, and with all the available constructive force, it will require about five years time to create sufficient energy to satisfy existing demands without taking into consideration the natural

increased demand due to increasing population and the installation of new industries and new appliances requiring electrical energy for motive power.

CALIFORNIA'S INDUSTRIES NEED POWER

We have undeveloped mines and mineral resources that can absorb thousands of h. p. for the operation and reduction of ores. We have thousands of acres of land to be reclaimed, and this reclamation demands that water be pumped upon its surface. We have steam railroads to be electrified. Steam power plants are to be converted into electrical power.

New appliances are being invented and introduced into households, into shops and offices. For cooking purposes we have scarcely begun to use it. Our automobiles and trucks may soon find electricity to be the cheapest and most reliable power. It all depends upon the quantity and its cost. California has the quantity—9,000,000 h.p., the cost only has to be considered. With 9,000,000 h. p. California gives promise of being the leading industrial state in the Union, a great manufacturing state. We have an abundance of raw material, mineral and vegetable. We can grow wool, cotton and silk. We have mountains of ore—copper, lead, zinc—nearly everything that belongs to the mineral kingdom. We have cereals and food stuffs. To convert these raw materials into serviceable commodities we need power—power development. Those of you who have vision (not visionaries, but visionists) picture the industrial growth of this state when those 9,000,000 idle h. p. have been developed and put to use in our mountains and our valleys, in our fields and in our factories, in our homes and in our dwelling places.

But if we are now to realize that vision, we must offer the power which we are to develop at a price at which no other part of the country can successfully compete. After all, the item of cost will prove to be the controlling factor, and the development of our state hinges very largely upon our ability to supply power cheaply and efficiently.

What is wanted is the smallest possible cost of production and the lowest selling price, and our inquiry to this end will naturally lead us to ascertain the most effective agency for this purpose.

PUBLIC AGENCIES MOST ECONOMICAL

I apprehend that no dispute will arise among those assembled here when the assertion is made that public agencies will best serve this end. At any rate I will make the assertion and sustain it by a few facts.

The City of Los Angeles has for two years past been generating and disposing of approximately 30,000 h. p. of electrical energy and has just completed another generating unit of similar capacity. This current is used by itself and sold to another municipality (Pasadena) and supplied to industrial establishments at a marvelously low figure and at the same time is making a substantial profit.

Mr. Scattergood's address delivered last evening furnishes evidence on this point and should receive your careful attention.

These are prices at which no private public utility company can possibly compete.

Pasadena's average selling price for all the current which it purchases was .02722.

Comparing the schedules of rates adopted by these two municipalities with those fixed by the Railroad Commission we find that the municipal rates are from 25% to 50% lower than the private companies.

The Southern Edison Electric Company has given up its endeavor to successfully compete with these two cities and has sold its distributing system therein to the municipalities.

Taking the other municipal lighting systems into account we find that their rates also are much lower than those of the private companies ranging from 20% to 40% less. Moreover, and this is a fact that should be emphasized—none of them have had to increase their rates to amount to anything, and only two (I think) have made any increases and these two only increased the minimum rate slightly. Still they all made a substantial profit and several increased their surplus over those of preceding years. Pasadena's surplus was over 77 per cent and this at pre-war rates.

I feel certain that nearly all of the remainder of the municipal plants will show equally favorable returns.

ECONOMIC ADVANTAGES OF PUBLIC AGENCIES

I have asserted that private companies cannot successfully compete with municipalities in the generation and sale of electrical energy. The reason why they cannot do so is due to several important factors.

1. The cost of capital is less for the municipalities. It is now costing the private companies 8% for their borrowed capital—and in some cases as high as ten per cent. Municipalities can get it for less than six per cent.

2. The cost of overhead is less in the case of municipalities.

3. The municipalities have to amortize their capital—and this is the most important factor of all. Municipalities by redeeming their bonds (most generally out of surplus earnings) and as an apparent method of caring for depreciation, reduce their capitalization upon which it is not necessary to calculate a return. Private corporations scarcely ever (I might say never) amortize their capital but rather seek to enhance it and thereby afford a basis for additional borrowing. Their general practice is to refund their bonds rather than to redeem them.

4. Not having to pay dividends to stockholders, profit is not essential, and when capi-

tal is amortized rates may be reduced to a point where the revenues need only to pay the cost of operation. In the Pasadena report I note that operating costs are less than fifty per cent of the revenue. It would therefore be possible for that city to cut its rates in half and still make an operating profit. Should it do so, I have no doubt but that consumption would increase so enormously that their profits would be nearly as great as now.

I trust that I have made it clear that the cheapest agency in the production and sale of electrical energy is through a public agency, but if any one wishes more conclusive evidence I suggest the study of the reports of the Ontario Power Commission and a comparison of the results of its operation with the operations of the private companies on this side of the line in this country.

I have alluded to the fact that Los Angeles City operates its hydro-electric generating works, and in this connection I may call attention to the fact that the City of San Francisco is constructing similar works in Tuolumne County that will in about two years be generating 60,000 H.P. and has in reserve a possible development of 200,000 H.P. additional. Furthermore, that Los Angeles, with an eye to the future, has applications on file for water and power rights that will serve her purpose in the years to come.

ECONOMIC ADVANTAGE OF CHEAP POWER

In this connection I wish to point out and emphasize the possibilities which these cities (Los Angeles and San Francisco) will have in the location of industries within their limits. Industrial establishments seeking locations for their plants will be influenced very largely in their choice by the cost of power. We have noted that this is true in actual practice and that Los Angeles has secured innumerable new industries through her ability to make low rates and no doubt will get more in the future. We must commend her wisdom and zeal, but we must not omit to observe the economic effect of this upon the portions of the state.

There is room in California for a vast industrial development in all portions of the state, and it would be unwise to permit a centering of all industry in two urban centers like Los Angeles and San Francisco. Other communities, the East Bay Cities, the Sacramento, San Joaquin and other valley communities will find themselves severely handicapped in the contest for new enterprises when the two large cities of the state can supply power for two-thirds or possibly one-half of the prices charged by the

private companies. You people of the great interior valleys, producing the essential raw materials of the state have a severe handicap in securing industrial establishments because your power costs are excessive as compared with localities generating their own.

THE FEDERAL POWER ACT

But now I have come to the point of saying something about the subject set opposite my name on the program. The Federal Water Power Act.

This act was passed by Congress last June and the purpose was to afford a means for developing electricity by the water power that exists in the flowing streams of the country and now going to waste. This power is within the Federal control because (first) the water is in the navigable streams, or (second) the land to be used for generating stations, reservoirs, and transmission lines are a part of the public domain. The act provides for the leasing of these lands, and the issuance of licenses for their use.

The act provides for two classes of permits: Preliminary Permits good for not more than three years to permit the making of plans and for financing the project. License Permits good for not more than fifty years which permits the construction and operation of the plants.

The administrative body is the Federal Power Commission composed of the Secretaries of War, Interior and Agriculture.

The point of interest in the act which should appeal to municipalities (or the state) is found in section 7 of the act which reads as follows:

"Sec. 7. That in issuing preliminary permits hereunder or licenses where no preliminary permit has been issued and in issuing new licenses under section 15 hereof the commission shall give preference to applications therefor by States and municipalities, provided the plans for the same are deemed by the commission equally well adapted, or shall within a reasonable time to be fixed by the commission be made equally well adapted, to conserve and utilize in the public interest the navigation and water resources of the region."

The act also provides that upon the filing of an application for a permit or license, notice shall be given to the state or any municipality that is likely to be interested therein. Notice of the application shall be published for eight weeks in the county where the works are to be located.

It is these provisions in the Water Power Act that give to the state and the municipalities an opportunity to acquire rights and property that some time will be worth millions of dollars to them and many more millions of dollars to the people; that will make possible the industrial development of this state and that without having to pay tribute to a huge monopoly that has been designated the Power Trust.

I said that it gives them an opportunity, but it is an opportunity that is transitory and if not immediately seized will be gone never to return.

For mind you, the priority provided for by this act ends with the granting of the preliminary permit or the issuance of the license if no preliminary permit has been granted. Once that permit or license has been granted it becomes a vested interest, and the state cannot and no city can recover it except through the process of condemnation and payment of compensation, and you know how tedious and costly is that process. The holder of a permit or license will value the privilege it grants at figures that one will hesitate to pay, and few indeed will be the condemnation suits.

It must be understood in this connection that the government license does not carry with it the use of any water right. The granting of the right to appropriate and use water is the function of the state. And it is true also, that within the past year, anticipating the passage of this act, applications for the appropriation of water have been filed with the State Water Commission, that call for a water power development of 6,000,000 H.P.—two-thirds of all the water power of the state.

But this is of little consequence unless these would-be appropriators succeed in getting the necessary permits and license from the Federal Government. Whoever holds the permits from the government has the cinch on the water. For the fellow who may have the water appropriations, will find no value in it unless he is privileged to use it. And unless he uses it he loses his right to use it.

If the preliminary permits are issued to the state or the municipalities, they can acquire the water under eminent domain and the holder of the water right will have little or no value for which he can claim compensation other than the compensation for such outlay as he may have incurred in its acquisition.

NECESSITY FOR IMMEDIATE ACTION.

As I said before, the City of Los Angeles, by its clear and far-sighted officials have realized this and has already filed with the Federal

Power Commission application covering a number of sites for power development.

San Francisco has already been provided for through the Hetch Hetchy grant.

What are the other cities going to do?

It is up to you to say.

But if you are going to do anything it must be done now.

Six months from now may be too late.

If we had a far-sighted state administration it would take advantage of this law and file its application for everything in sight and thereby could save something for the future. But the policy of the state, so far as I have been able to uncover it, is to do nothing unless the public in a loud voice shall demand that it be done.

Following the addresses here given the following resolution was unanimously adopted:

RESOLVED: That the League of California Municipalities calls attention to the necessity of providing for the early development of the water power of the state to the end that its future industrial welfare may be insured; at the same time the public should be so safeguarded that private monopoly may not be fostered.

That we believe that such development should be made thru public agencies, state and local, and that the municipalities should interest themselves in adopting a program that promotes the public ownership of water power and the public operation; that the committee authorized by this convention to investigate the matter be directed to take such steps as may be deemed necessary to secure the results herein expressed.

DISCUSSION

In this connection, I want to go on record, however, as stating that the ideal method of handling this situation would be through the agency of the State. The State could then, by considering both the question of power development, the use of water for irrigation, the water as it relates to the control of our floods, handle the situation properly—the water could be harnessed and the problems worked out. It would also be possible for the State to take a position in this matter similar to that taken in reference to the Ontario development, and provide a scheme of power development and

its distribution through the local political bodies, the municipalities. That would, I think, be really the ideal method of handling it. But it will be at least a year or a year and a half before we can get any action from the State in that behalf, and in the meantime something ought to be done to conserve the public interests. The municipalities are now in a position where they can act more quickly than the State, provided you are disposed to act at all. As I said, you must act at once, because a large part of these permits are likely to be issued within the period of the next six months. You should, therefore, if you want to take any action at all, go to work immediately. And it would be practical for the cities of the Sacramento Valley, for instance, to form themselves into groups for this purpose, or a group, and the cities of the San Joaquin Valley likewise, and the Bay cities, the Coast cities, and southern California cities could act through groups and later could produce a unified system—in fact, all of the various power developments that were inaugurated should, I think, be ultimately brought into one system so that they could be tied together and power distributed through the entire State. But for preliminary purposes, perhaps the group action would be the most expeditious. And for this purpose, of course you will need expert advice, you will need an expert engineer, and you will probably need an expert attorney—probably only one of each. But it costs some money. That is going to be the trouble, if you are starting the movement, to provide funds. But I think I have said enough now to open the subject to further discussion, if you want any at all.

I have presented to you the opportunity which is before you. It is for you to take it or let it alone. If you don't want to take it, don't say anything about it. And then somebody else will do the thing which we have been talking about. And I want to say that unless there is a disposition on the part of the State or the municipalities to do that, it will be perfectly proper for the private companies to do that very same thing, and, in fact, they are going to do it anyway. But there is enough power there for all—the State and the private companies and the municipalities can all, if they will only work in harmony, produce a system of development that will astound the world, and we will then succeed in developing this State

in a manner that very few people dream of. But if we don't do anything ourselves, remember that it will be perfectly proper for the private companies to do so and we will have to support the private companies in their ambitions, and we will also have to support the Railroad Commission in its position of trying to develop the State by securing to private companies revenue that will make their investment attractive.

Gentlemen, I thank you.

Mr. Grant M. Lorraine, City Manager, Alhambra: As Mr. Mason has so well stated, the matter of time is a very important element. It will be some time before proper legislation can be enacted, and therefore, if there is any way to make a start now, I think we should make a start in this very important question. I have a suggestion to make, I think it is pertinent. I believe we have an agency that can help us, and I think if we appeal to them and ask them to assist us and to give us suggestions, they will give us the material to get started with, while waiting for proper legislation to accomplish the result. I am referring to the Marshall Plan. Most of you, I believe, are advised that Marshall has a great project in contemplation for taking care of all the water possibilities and power of the State, with a view of distributing the water over the entire State, to receive the maximum of good, so that all the water and power and all the possibilities may be developed. In that connection, they have made topographical surveys, they know the location of all possible power sites, or reservoir sites, they have a large fund of information, and it is my thought at this time that if we should communicate with them, the different cities should communicate, and ask them to advise them what would be the pertinent and proper thing for their city or their group of cities, or their city and county, and get the information and have this organization get the information for them, so they can be considering it while we are getting the legislation through, I think it would be wise. I also think it would be wise for the League itself, or this meeting, to entertain a motion that the League would appreciate the cooperation of these people in this work.

Mr. N. E. Malcolm, City Attorney, Palo Alto: I think it is unnecessary to enter into debate on this subject, which is so plain to all of us. I believe we are unanimous upon the subject that something is necessary to

be done. The value of the development loses its effectiveness unless we do something to carry it into effect. We know that we have received suggestions from Mr. Mason before, and that they generally meet with our approval. We ought to put this into concrete form, it seems to me. Therefore I move at this time that it is the sense of this Convention that Mr. H. A. Mason prepare for us a resolution to be acted upon by this body, in order to carry out the thoughts and suggestions of his paper.

Chairman Hewes: Mr. Lorraine has already presented such a resolution this morning. Am I correct there, Mr. Lorraine?

Mr. Lorraine: I will ask Mr. Mason if he thinks the resolution covers it.

Secretary Mason: I think that expresses it. I don't recall exactly the phraseology of

the resolution, but the spirit of it was in the resolution, the one that was adopted yesterday. But I think it would be well to take up the resolution and analyze it and see whether it is expressive of our desires or not. It can be presented, however, in connection with other resolutions tomorrow.

Chairman Hewes: I would suggest that Mr. Mason and Mr. Lorraine get together on that before it is presented.

Secretary Locke: Mr. Chairman, I will state that the Committee on Resolutions notified me a few moments ago that the Committee will meet here at 12 o'clock, and they request that all resolutions be presented before the Committee at that time.

(The motion was seconded and duly carried.)

GARBAGE COLLECTION AND DISPOSAL

Discussion of the Paper by R. V. ORBISON
City Manager of South Pasadena

At the Convention Held in Chico, Cal., November 10, 1920

Mr. Orbison: If there are any questions pertaining to this subject that you would like to have answered, I will do my best to answer them.

Mr. H. L. Hagan, City Attorney of Oakland: You did not say anything about the method of handling—about the tin cans and ashes.

Mr. Orbison: You mean as to the disposal of the refuse?

Mr. Hagan: Yes.

Mr. Orbison: I might state this: that so far as disposing of other materials is concerned, let me outline just what we are doing in South Pasadena, and, while that is only a very small community, it may be applicable to larger places. What the people want of the city is service, so long as the service is not too expensive, and so long as they are willing to pay for the service they are receiving, well and good. Before we took over the garbage contract, the contractor was obliged to collect the rubbish, as it was called, from the houses from time to time—no definite time was specified. Unless you were giving him twenty-five to fifty cents a

month, he would probably let you go until the cans were all rusty. So we took over three districts. The people of South Pasadena are willing to pay for the service in order to have their cans and garbage collected, and they want neither the garbage nor the cans left out in front, so we have to go back and get them, and of course that makes it more expensive.

Mr. C. E. Hewes, City Manager of Alameda: Do you make a charge for collection?

Mr. Orbison: No, neither for garbage nor rubbish: that is all borne out of the general fund.

Mr. Hagan: The property owners are required to separate the garbage from the mere rubbish, then?

Mr. Orbison: Yes, and any city can frame an ordinance regulating the classification and disposal of the garbage and make it stick. If you are interested in that particular point, I find that recently three different State Supreme Courts have handed down decisions upholding garbage ordinances. The rights of the cities in prohibiting

any citizen from disposing of his garbage have been held good in three States. It has been held, first, that the city is exercising its police power in the interest of the public health, and is not establishing a monopoly, and that the value of the owner's rights in garbage is so inconsequential that they are absorbed and lost in the greater rights of the State to protect such owner and the public at large from the dire effects of improper methods in the handling and disposition of the same. And, second: "In answer to the contention of plaintiffs that they had a right to dispose of garbage produced upon their own premises because it was property value," etc., the Supreme Court held that the city had the right to regulate the disposal of garbage, and that the plaintiffs were compensated for any loss in the common benefit secured by the ordinance. The cases are named here, and I understand this will be published. The point I want to bring out here is that if you are going to dispose of your garbage and have it used as a food for stock, then it is incumbent upon you to see that it is kept in as clean a condition as possible, that is, by removing from it everything which is not a food, and then having a separate receptacle for your incombustible rubbish. Then again you must do this—it does not make any difference whether it is in the back of the lot or in the front, except as a mere matter of additional expense in collecting it at the back of the lot—if you want to keep the city in a sanitary condition, it means that if you cannot find rubbish collectors who are willing to properly collect the garbage and the rubbish, you had better do it yourself and charge it up to keeping your city clean.

Mr. O. E. Steward, City Manager of Anaheim: Mr. Chairman, there is one question I would like to ask Mr. Orbi-

son. We have been investigating the garbage question somewhat. I understand that in Pasadena, if I am correctly informed, they wrap the garbage in paper instead of having it deposited in tightly covered cans. It seemed to me, in looking into the matter, that that is a very sanitary way to handle it, as it prevents the flies from getting at it. But it appears that there would be considerably less value in the wet portion of the garbage, and I would like to know if any other cities have followed that method.

Mr. Orbison: So far as I know, Mr. Steward, there are no other cities in California. I think there are, however, two or three cities in the United States, I cannot name them offhand, where they have compelled the people to wrap the garbage. Pasadena inaugurated that method several years ago, on account of the fly menace, telling the people that it would eliminate probably a great majority of the flies. I believe that the twice-a-week collection we are doing in South Pasadena is giving general satisfaction. Although Pasadena compels the garbage to be drained and then wrapped and put in cans, and while it is true that the can itself will probably be a little sweeter than the can in our section of the community, at the same time, when that garbage is collected and loaded in the wagons in Pasadena, it stinks just about as much as our garbage does that is not wrapped. So far as the fly menace is concerned, if you will teach your people to keep their cans well covered, I think there will be no more flies in the case of unwrapped garbage than in the case of wrapped garbage. The amount of paper is about one-fourth of the gross amount of the garbage. In other words, for every ton from the residential section, 500 pounds is paper. It absorbs the free water in the garbage. It is true that

in some of the hotel garbage you have, exactly the same facts do not apply. But my opinion is that in your residential garbage, you will find that the paper is of very little value.

Mr. Rolinson, of Redding: I want to ask you if you do not find that certain lines of industry will impose upon the city—that will create more garbage than the ordinary householder.

Mr. Orbison: That is, if I understand your question, if there are some industries that will—

Mr. Rolinson: Create more garbage.

Mr. Orbison: Create more garbage? There is only one industry that creates garbage, and that would be the grocery. That garbage from the grocery is one of the best, outside of the hotel garbage, that we can get. It is clean and free of objectionable matter. If your grocery garbage stands for three or four days, it will not get an odor and there will not be the trouble in handling it that you have in the residential garbage held for a similar time.

Mr. Rolinson: There is another question I want to ask and that is, about how much per can do you think it costs you to collect that stuff?

Mr. Orbison: I don't figure it on the cost per can. Of course, it would be possible to do that.

Mr. Rolinson: As I understand it, where it is done under a private contract, it is costing about fifty cents to seventy-five cents per month.

Mr. Orbison: In South Pasadena a couple of years ago the contractors used to collect from 25 cents to 75 cents a month. And I will say this, that in any case where the contractor charges a monthly collection charge to the property owner, that he could afford to give his garbage away and still make enormous profit.

Mr. James B. Richardson, Trustee, of Redondo: You have been asked

whether you figured the cost per can. Have you figured the cost per house?

Mr. Orbison: No, for this reason: South Pasadena is divided into three districts, and, whereas, the east district has approximately fifteen miles of streets which they have to travel in order to collect the garbage, the other districts are not the same in that respect.

Mr. Richardson: What is the cost of the service to the city?

Mr. Orbison: That of course depends on the amount of garbage.

Mr. Richardson: How much per year?

Mr. Orbison: We don't do any collection on Sundays, and of course Monday and Tuesday are the highest. Wednesday and Saturday happen to be the smallest days, so far as quantity is concerned. So the cost in accordance with quantity would be higher on Wednesday, and Saturday would be higher than it would be on Monday or Tuesday. It costs me \$15 a day to supply man and truck and operating expenses. If I haul two tons in one day, and by the way, I haul this down to the hog ranch, which is a 26-mile run and takes half a day to make the collection, it consumes practically a day. So if I haul two tons it will cost \$7.50 a ton for collection, and if I haul one ton, it will cost me \$15. I state that so that you will see that it is hard to give the per-ton cost of collection.

Mr. Richardson: You would have to take an average between \$7.50 and \$15 to arrive at your average cost, would you not?

Mr. Orbison: Let me put it this way: When I get back, I expect my office will have found a place where we can dump the garbage right near the city limits. If that is true, it will cut the cost of collecting it from \$7.50 a ton to probably \$4 a ton. I might add that

Pasadena, operating under the same conditions, collecting from the rear of the houses, found that up to last year it was costing \$4.50, and, using the same outfit, they cut the cost down to \$3.75, due to the increase in population and the fact that the routes they had last year were of sufficient size and yet did not overload the trucks any—in other words, last year they could have taken care of a greater territory than they are taking care of now. The consequence has been that a bigger truck load goes to the incinerator now, and hence the price per ton is less.

Mr. Richardson: We have been considering the subject of garbage disposal at Redondo Beach. If we had some definite means of arriving at the cost, we would know what kind of service to put in. If we knew what your tax rate was and what it was costing per house or per can, or in your assessment rate, we might have some basis on which to work. And by the way, they do, do they not, in your town, tax vacant and occupied territory alike—you are making the vacant lots pay for the service, too?

Mr. Orbison: Yes. I would not attempt to give you an answer on that, for the reason that any price I could state to you regarding the cost per day, per month, or per year, would not be applicable to Redondo, for the reason that conditions vary so. For instance, if you set your garbage cans out in front, you can collect the garbage in from fifty to seventy-five per cent less time than to go in back of the lot, as has been done with us. Furthermore, topographical conditions will affect the cost. So I might say that the cost of collecting garbage ranges from \$2.50 to \$9 a ton, dependent upon all those conditions.

Mr. Richardson: You told me coming up on the train what your tax rate is.

Mr. Orbison: The tax rate is \$1.79.

But let me qualify it. It is based upon the county's assessment, and we are collecting our tax on a fifty per cent valuation. Unless you go into it and find what value the county puts on the property, it means nothing. But I will say this, that with our rate, it brings us in about 89 cents of the \$100 actual money—\$1.79 does not mean anything unless you understand that basis.

Mr. Richardson: And our tax rate in the City of Redondo Beach is \$1.65, and the reason we operate on the same plan is that we figure it would otherwise cost considerably more than under the present plan.

Mayor S. L. Berkeley, of Santa Monica: With regard to the question of garbage collection, I will say that conditions in our town are somewhat similar. We collect our own garbage, and it costs about \$4 a ton,—that is as near as we can figure it approximately. We sell it for \$2.20 to a corporation. We collect three times a week in the thickly settled residential section, and twice in the sparsely settled section, and daily except Sundays for hotels, apartment houses, and business houses. Our tax rate is \$1.80, but that does not represent what we use for general purposes—we are limited by charter to \$1, and that includes the cost of garbage. We also collect other rubbish, pay the excess cost over the amount we sell the garbage for comes out of the dollar rate. That may give some idea to other towns.

Mr. Orbison: I might make this statement, comparing South Pasadena with, for instance, Alhambra, it requires the can set out on the front of the house, Alhambra does, and they have one truck, one driver, and one pick-up man, and they collect it in one day and haul it to the incinerator, and it is done, and the balance of the day they use the truck and the man on general street work.

We are operating under conditions that require the man to go into the back of the yard to get the garbage. We have two pick-up men, and with the hauling distance, it takes us, in the first place, a longer time to collect it, and in the next place, a longer time to dispose of it.

Mr. Dan F. Coombs, Mayor of Culver City: Culver City is another one of these small towns interested in the garbage question. We get \$150 a year revenue from our garbage, and the other fellow goes and collects it. We sent out notice to our townspeople that the garbage would be collected Mondays, Wednesdays and Fridays of each week, and that they must separate the sheep from the goats in the garbage, and put them in separate receptacles. Naturally, they are glad to do that, because it resolves itself into a little income for the city instead of being an outgo, as my near neighbor has just said. I think possibly some of the other towns could do the same if they should advertise for bids along this line—they would find that there are people glad to pay them for it. Of course, when we join Los Angeles, we will have a different problem. As it is, we are getting along very nicely.

Mr. Orbison: I might say that we are receiving about \$2400 a year for our garbage. Also, before I close, it may be of interest to you to know that, by one of the reduction methods, in Los Angeles, where distillate is used, considerable revenue is derived from by-products. They obtain a fertilizer and save all the tins. If they have any dead animals they run them through separately and manufacture bone meal and meat meal. Then there is the fat recovery, about 3 per cent by weight. The fertilizer is about 20 per cent.

Mr. A. W. S. Grundy, Mayor of San Bruno: What do you do with all the tin cans that decorate the landscape?

Mr. Orbison: What do you mean—what do we do with them?

Mr. Grundy: What do you do with them, first of all, and why is it that all over the landscape on the railroad lines and roads and on the streams in summer, that you find thousands and thousands of tin cans?

Mr. Orbison: There are some places where those cans are good for filling in, and in the next place, it is human nature to follow the lines of least resistance, because it is this way: that there are some people who will go to work and take the cans a block away from their house rather than to put them in a receptacle and let us collect them.

Mr. Grundy: Is it not the fact that you do just the same thing when you dump it on the country roadside?

Mr. Orbison: We do not dump it on the country roadside. We dump it in this place that specially requires filling up.

Mr. Grundy: Do you cover it up?

Mr. Orbison: Later on, we cover it up. It is not, however, in any location which you would travel over in passing through our city.

Mr. Grundy: But I go along on the railroad line, and about every two or three miles there are thousands of cans, and they must come from some nearby community.

Mr. Orbison: In 1916 I made a trip around the United States, and I took particular pains to investigate the outlying portions of every city that I went through. If I remember right, in Cleveland, Ohio, the first thing I saw was a pile of cans, and every city of any importance at all has the same thing. People go to work even down our way, and will take tins down and dump them in the middle of the road—because they know somebody will have to pick them up.

Mr. Grundy: I submit to this convention that it is one of the eyesores of

California, and it should be taken up and cared for. It is disgraceful to see them all over the landscape in that way.

Mr. Mason: In connection with this subject, the United States Government, Department of Agriculture, has just issued a bulletin on the subject of feeding garbage to swine. If you are interested, I suggest you get a copy of the bulletin. The general conclusions of that bulletin, however, are that raw garbage had a definite value of approximately \$7 a ton, that it constituted a balanced ration, did not require anything else, and it ought not to be cooked but should be fed raw, and was a satisfactory method of disposing of garbage.

Mr. Lorraine: Digressing for a few moments, I would like to present to you a matter which I discussed with a number of delegates, a matter which is of primary importance, and I believe you will agree with me as to that. Everyone of you are advised that we are now having a hearing in regard to establishing rates for electricity. Mr. Scattergood gave us some figures that were very enlightening so far as Los Angeles is concerned. From that we can readily glean that a city large enough, or groups of cities, or cities and counties, or the State itself, could well develop the electrical possibilities and the water distribution possibilities, the possibilities of heat and power. They have no means at present

of doing so, getting it together. It is public service, and the public should be entitled to the best rate they can possibly get. We can get the best rate by handling such things ourselves. Whether we take action today along that line or not, that is what the future will have in store for us—we will handle those things because it is service to the public. I would like to present a resolution at this time, in order that we might progress a little. We are attempting to show that the rates asked are too high, and it is a difficult matter. Maybe we can approach it from another angle. I would like to present this resolution and ask that it be referred to the Committee on Resolutions, to return it to this body with its recommendation, with a provision added for the necessary committee to prepare an added legislative measure.

Secretary Mason: I want to state, however, that there is going to be a little further discussion on this very problem, and probably suggestions will be put forth that will look toward the same problem and its solution and the course of action to be pursued by this convention. There is no objection, however, that I can see, to the action upon the part of this section in recommendation to the general body.

(The motion was seconded and adopted unanimously.)

COLLECTION OF PERSONAL PROPERTY TAX IN CITIES OF THE FIFTH AND SIXTH CLASS

By E. L. RANDALL,
City Attorney of Corning

Before the Department of City Attorneys at the Chico Convention

From a point in actual experience the following facts are presented: On the first Monday in March, Mr. A—, a non-resident, owned a warehouse building standing on real property leased from a railroad company, and located in a city of the 6th class. On or about April 1st, he sold the building to Mr. B— for

a valuable consideration. During the following January it was discovered that there were unpaid delinquent taxes assessed against the warehouse building. Mr. B— refuses to pay the taxes on the following grounds: 1. That the assessor was negligent in not collecting the tax from Mr. A— and an innocent purchaser

must not suffer from such neglect. 2. That he must look to Mr. A— as the assessment merely created a personal obligation against him. 3. And, in any event, the building constitutes a part of the real property of the railroad, which cannot be legally taxed by the municipality.

The question requires a construction of the provisions of the Political Code affecting taxation.

Section 3717: "Every tax due upon *personal* property is a lien upon the *real* property of the owner thereof, from and after 12 o'clock M. of the first Monday in March in each year."

Section 3716: "Every tax has the effect of a judgment, and every lien created by this title has the force and effect of an execution duly levied against *all* property of the delinquent; the judgment is not satisfied nor the lien removed until the taxes are paid or the property sold for payment thereof."

As the previous section makes a personal property tax a lien upon *real* property or real estate, we must examine the Code to determine just what constitutes "real property" for *purposes of taxation*. By Section 3617 the term "real property," for purposes of taxation, is defined and very clearly includes "improvements," and the term "improvements" is also defined and made to include "all buildings, structures, fixtures, fences and improvements erected upon or affixed to the land."

Construing the above Section 3716, making the tax a judgment against "all property," we find that Section 3617 defines "property" as "all property, real, personal or mixed capable of private ownership"—therefore, the tax in question necessarily becomes a lien upon all property, both real and personal, and can only be removed by the payment of the tax, and in no other way.

The building under consideration (the

warehouse) is then, clearly an improvement or building "erected upon or affixed to the land," and is, therefore, included in the general term *real property* as applied and used in the Code for the *purposes of taxation* (regardless of what it might constitute for any other purpose)—and, as it constitutes a part of the real estate under the law, it follows that it must be charged with a lien for the payment of the personal property tax as of the first Monday in March, and continue subject to that lien until paid.

In the case *People vs. Smith*, 123 Cal. 70, the Court held that an assessor was excusable for not collecting a personal tax where it was made a lien upon real estate, including the improvements thereon, and further held that "improvements" constituted a part of real estate regardless of the quality of ownership, and independent of the character of the title to the land, and that such improvements remain liable for the payment of the tax.

And such lien is prior to all other liens, sales, transfers, or encumbrances. See *Trust Company vs. Weineke*, 118 Cal. 489, and a discussion in *L. R. A. Vol. 1915D*, page 886.

We now come to another phase of the question in which the personal tax is *unsecured* by real property:

Assuming that the same warehouse, standing on leased land, is about to be torn down and removed from the city limits before May 1st, so that the tax collector will have no control over it, or, to make the question more specific, let us assume that Mr. A—, on the first Monday in March, owns 10,000 sacks of grain stored in a warehouse located within the city limits, which by law is subject to a lien for city taxes for the fiscal year; but that such grain will be sold, removed and disappear in consumption before the 1st day of May, which is the day fixed by law as the first day on which the city as-

essor is authorized to make the assessment roll—in these circumstances, is there any adequate remedy or any machinery by which the local assessor can enforce the lien for taxes?

The Political Code requires that all property shall be assessed in the city or county where such property is located at 12 o'clock noon on the first Monday in March.

Section 3756 fixes the time when taxes shall become "due and payable" and continues: "and provided, further, that the taxes on all *personal* property unsecured by real property *shall be due and payable after* the assessment of said personal property is made."

By inference this section provides that personal taxes (unsecured by real property) are not due until "after" the assessment is made; it follows that, not being due and payable, they cannot be collected until after an assessment is made.

Section 3820 provides: "The assessor must collect the taxes on the personal property when, in his opinion, said taxes are not a lien upon real property sufficient to secure the payment of the taxes."

Section 3821 provides: "In the case provided for in the preceding section, at the time of making the assessment, or at any time before the first Monday of August following the assessment, the assessor may collect the taxes by seizure and sale of any personal property owned by the person against whom the tax is assessed."

It will be noted that the language used is as follows: "*At the time of making the assessment, or any time before the first Monday of August following the assessment*"—so that the assessment, in the first instance, is made a condition precedent to the maturity of the tax debt and the right to enforce collection thereof. It has been held that there is no valid and enforceable tax without a prior legal assessment. *People vs. Central Pacific Railroad*, 83 Cal. 400.

Now, assuming that the county assessor desires to enforce a lien against the 10,000 sacks of grain before it could be sold and removed—Section 3652 provides that: "*On or before* the first day of July, each year the (county) assessor must complete his assessment book"—you will observe there are no restrictions or limitations placed on the time when he shall commence to make assessments, and that he could, at once, proceed to assess the personal property and immediately seize the grain to enforce the tax, because the tax becomes due and payable immediately upon assessment, but not before.

But let us suppose that an assessor of a 5th or 6th class city desires to collect a similar tax. He examines the law and discovers that both Sections 787 and 877 of the General Municipal Corporations Act provide:

"It shall be the duty of the (city) assessor, between *the first day of May* and the first day of August, each year, to make out a true list of the taxable property within the city or town said list shall describe the property assessed and the value thereof, and shall contain all other matters required to be stated in such list by the county assessor."

The first element in taxation is a legal assessment. Tax provisions are statutory and must be strictly followed, and without a valid assessment all subsequent proceedings are nullities (66 Cal. 17).

I ask, then, what is an assessor of the 5th and 6th class city going to do to enforce collection against the 10,000 sacks of grain during the period between the first Monday in March and the first day of May, if he cannot find a way for making a legal assessment of the property? I may be in error in my conclusions, but it occurs to me that he cannot make a legal assessment before the first day of May in any year; and, not being able to make a legal assessment, therefore, the tax does not become "due and payable"

according to law, and he is powerless to seize the grain or other personal property as the case may be.

As the period between the first Monday in March and the 1st day of May, occurs while there is a heavy withdrawal of wool, grain and other commodities in storage, this subject becomes of considerable importance to all cities of the 5th and 6th class.

While it is true that Section 3885 provides that "no assessment is illegal because the same was not completed within the time required by law," evidently this section contemplates an unfinished assessment on or before August 1st, but does not excuse a substantial compliance with the statute, and still leaves the period from the first Monday in March to the first day of May open to a very grave doubt.

It has been held that a slight delay in completing the assessment roll at the time fixed by law does not invalidate the assessment (*Smith vs. City of Los An-*

geles, 158 Cal. 703), but I have found no decision permitting the assessor to *anticipate* the time fixed by law for making any assessment.

The Board of Trustees might remove this difficulty by ordinances, but according to Section 871 they are not authorized to adopt any provisions "inconsistent with" Sections 787 and 877.

This topic is presented to gain information rather than to give information, and, undoubtedly, some other city attorney may add something to clarify the point under discussion.

If not, then, I propose an amendment to Sections 787 and 877 of the General Municipal Corporations Act, to read as follows: "It shall be the duty of the assessor, between the first Monday in March and the first day of August, each year, to make out a true list of all taxable property within the city or town, etc."—such amendment would cure the defect, if it be a defect, which I have endeavored to point out.

SUGGESTIONS FOR AMENDING OUR STREET IMPROVEMENT LAWS

Remarks by C. N. KIRKBRIDE

Before the Department of City Attorneys at the Chico Convention

At the convention of last year, in remarks of mine before the Section of City Attorneys, I expressed the view that in some respects we had been proceeding too fast in the assessment of private property for street work, and that in many instances it would be well to call a halt. The year's experience has tended to confirm the views then set forth.

All street assessment work is based on theory that the private property will be benefited by the improvement and therefore should pay for the cost of the work.

No one will dispute this principle and where it can be said as a matter of fact that property will be benefited by the work to the extent of the cost of same

then no question can be raised as to the propriety of ordering the work to be done.

My point is that in many cases work has been done which is not of benefit to the land assessed for the cost of the work to the extent of this cost.

I think city officials should ask themselves certain concrete questions before instituting any assessment proceedings:

1. Will the property within the assessment district be benefited to the extent of the cost of the proposed work?

2. Will each lot, according to the proposed method of assessment, be benefited to the extent of the proposed charge upon it?

3. Will the charge upon any lot be so great as to amount to virtual confiscation?

4. Could a more equitable plan of assessment be provided than that proposed?

If these questions were asked and honestly answered it would be found that in many cases the proposed assessment would amount to virtual confiscation upon individual lots, and some more equitable arrangement should be provided, or else a portion of the cost of the proposed improvement either be assumed by the public through general taxes or be spread upon a much larger district than that contemplated.

It should be admitted as an abstract rule that no assessment should be placed upon private property where confiscation will ensue.

Some persons may think this does not happen, but I have seen case after case where it has happened.

Some far-sighted owners abandon their lots right off to the contractors. Others carry their property for a while and then see new assessments piling up against it and finally quit. Then the contractors come to grips as to who has priority of right as between successive improvements.

In the act prepared by Mr. Locke and passed by the last Legislature, an attempt was made to remedy some of the evils of the front foot basis of assessment by adopting the tax assessment roll as a basis. In numerous instances this would remedy a phase of the trouble, but a study of the matter has led me to the opinion that it will not entirely meet the issue, particularly for the reason that assessment rolls for general taxes are made up to accomplish a different problem and do not lend themselves as readily to the street assessment issue as might be desired.

I am now particularly asked to speak

upon the subject of amendments to the street laws and what I have said is preliminary to a suggestion which I have to make.

I propose to adopt as the general principle of assessments in fact as well as in theory the doctrine of benefits, and then to endeavor actually to determine what these benefits are. As a matter of fact in practice, even under the district plan, we have never made a real study of the question of benefits, this for the reason that the custom in regard to frontage assessments has been so engrafted upon our nature that we have been unable to get away from it. I suggest therefore, that in making an assessment, consideration be given first to what it would be as to particular lots upon the basis of assessed values, then upon the question whether the value of the lot is such that it can reasonably carry the burden of the assessment, then upon the question as to whether some other lot or property should not carry a portion of the burden of cost of the particular improvement or of an individual item therein. After such a study a theory of assessment could be developed, which I believe in practice would on the average be much more equitable than the average assessment found at present.

I see no statutory difficulty in the way of these suggestions but submit the following as in line with my views:

a. Amend Sub. 1 of Sec. 20 of the Improvement Act of 1911, relating to frontage assessments, by changing the last portion of same after the bracketed clause to read as follows:

... "shall be assessed upon the several lots, parcels or subdivisions of land or portion thereof fronting thereon, or situate in any block or irregular block fronting thereon or in any such block adjoining or cornering upon any crossing on which work is to be done, or adjoining or cornering upon any main street opposite termination referred to in Subdivision 3 hereof on

which work is done, or situate within the assessment district, in manner following, to wit: upon each such lot or portion of a lot being separately assessed in proportion to the estimated benefits to be received by it from such work, and consideration shall be given to previous burdens for public improvements placed upon the lots assessed, suitable allowance being made therefor if equitable, in the distribution of the charges; provided that the assessment may be made on each lot or portion of a lot being separately assessed in proportion to the frontage, at a rate per front foot sufficient to cover the total expense of the work, or may be made in proportion to the assessed values of the property charged as appearing upon the last equalized assessment roll for collection of general municipal taxes prepared next before the passage of the resolution of intention; and provided further that the instructions contained in the preceding proviso and in Subdivisions 2 to 7, of this Section, both inclusive, are merely directory."

A corresponding provision could be inserted in the Vrooman Act. It is believed that such a provision would permit much more equitable assessments and would also obviate some of the technical objections which are made now to assessments on the ground that they are not strictly in accord with the law. It would, for instance, make possible a more equitable division of frontage assessments where a street is not of uniform width throughout its length.

Upon the general subject of amendments, I will state there is not such a demand for change as one might suppose. The Legislative Counsel Bureau has been doing some work along the line of a codification of street laws, and I had hoped that we might have had a summary of its work for consideration at this meeting. I am inclined to think that the time is ripe for eliminating some of the laws and consolidating some of the others.

I think the tree planting act of 1913

might be repealed, the later statute being more acceptable.

I think the change of grade act of 1909 might be well made a part of the Improvement Act of 1911.

We might well consider an amplification of the street widening act so as to provide a method for accomplishing set-back lines and compensating owners damaged thereby.

We might well consider the subject of reassessments in the event of defective proceedings. The provision in the Vrooman Act (Sec. 12 $\frac{1}{4}$) needs overhauling. The provision in the Improvement Act of 1911 (Sec. 28) does not entirely meet the purposes of the reassessment contemplated under the Vrooman Act, and provided for in some other States, namely: defects in the initial proceedings not substantially affecting the rights of property owners.

With reference to the Bond Act of 1915, the following suggestions for improvement are made:

1. To cover cases where municipal taxes are collected at inappropriate dates, as in Stockton, permit the Council to direct a portion of the principal or interest to be collected a year earlier.

2. Provide that the time of hearing on assessment list fixed by Clerk (Sec. 5) may be that of any meeting of the Council, either regular or special, and that the matter may be heard at the time so fixed or at the next subsequent meeting thereof, if no meeting is held on the date fixed.

3. Provide for a supplemental assessment to meet cases of default in the payment of bonds, any moneys paid on which shall be refunded in case of recovery from delinquent property.

4. Provide a brief form of complaint to foreclosure where same is directed by the Council, the same to include only: an allegation of the passage of a resolution ordering work; that some work

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was done thereunder; that an assessment to pay for the cost thereof was duly given and made; that certain property (describing it) was assessed a stated amount therein; that bonds upon the security of said assessment were issued under the Act; that on a date stated a certain amount came due against said property and was not paid and that the Council had directed the action to foreclose.

5. Direct the Auditor or Clerk in all cases to make a distribution register showing the amounts due in each year on each assessment, so as to facilitate extension in the tax rolls. This is now being done by all well-informed officials.

6. Provide for credit to tax collector where suit is ordered after property has been entered on the tax rolls.

Among other things for which suggestions have been made for amendment to the street laws, I note the following:

1. Revamp the sections in regard to counsel fees (Sec. 27 of the 1911 Act).

2. Provide for relief to the contractor where the street superintendent delays

the preparation of the assessment after the work is done.

3. Consider the question of eliminating priority in liens and making all assessments independent liens till satisfaction.

4. Require establishment of grades after notice and provide a time limit thereafter after which no objection to a subsequent street work proceeding can be made on the ground of a lack of grades. I advance this for your consideration but without opinion either for or against it.

5. Why require the signature of the Mayor to the warrant? He is not given supervisory power over the assessment.

6. Consider the question of making street work a lien on school and certain other property by statute, by removing the exemption.

Finally, I think we should appoint a committee to sit between now and the meeting of the Legislature to consider the subject of the street laws, and if possible sit at Sacramento or San Francisco with a representative of the Legislative Counsel Bureau.



ESSENTIAL FACTORS IN PRODUCING A GOOD MILK SUPPLY

By C. F. HOYT,

Supervising Dairy Inspector, State Department of Agriculture

The subject of Essential Factors in Producing a Good Milk Supply may be considered from two standpoints, namely, the standpoint of the individual dairy and the standpoint of the community, whether State or city. The two questions may be asked: First, What is necessary for the individual dairy to produce good milk? Second, What is necessary for a community to secure a good milk supply?

The first question has been partially answered by the work of Dr. North of Ayers, Cook & Clemmer, of the U. S. Dairy Division and of others. Through this work it is now well understood that there are four principal factors which influence the bacteria content of milk. These stated in the order of their importance by Ayers, Cook & Clemmer, are:

- 1—The use of sterilized utensils.
- 2—Clean cows, particularly the udders and teats.
- 3—The use of the small top bucket.
- 4—Temperature of holding.

These facts are now so well known that it is hardly necessary to dwell upon them. It is perhaps enough here to say that it is wholly possible for any dairyman by properly sterilizing utensils, by cleaning the cow's flanks and udders and by the use of the small top bucket to produce milk with low bacteria count. By holding it at a temperature below 50° the count may be kept low.

Beyond these factors there are undoubtedly others of fundamental character that deserve the serious considera-

tion and study of all public health officials. Indeed in an attempt to give adequate weight to these fundamental factors the U. S. Dairy Division some time ago put out a tentative dairy farm score card. Stated in the increasing order of their importance these factors are:

- Flies and dust.
- Water supply.
- Sewage and waste disposal.
- Health of cows.
- Health of attendants.

This card is so admirably conceived that I can hardly do better than base my discussion on these topics.

Flies are universally recognized as disease factors. All know, of course, that they act as transmitting agents between the disease that may lurk in filth and the milk or milk utensils. Their control is being actively and widely advocated and little need here be said on the subject. I believe it is recognized that the most effective way of combating them is to dispose of their breeding places, namely, filth. It may also be mentioned that besides doing this, several dairymen have adopted a device for keeping them out of the milk room which consists in turning the blast from an electric fan against the door. This is reported to be an effective means for keeping the flies out when the door is opened.

The importance of a pure water supply for all purposes has of course long been recognized in a way. Yet so far as any intelligent examination of the water supply on dairies is concerned there has

been practically none of it undertaken. The undertaking of this work has in it great promise as a safeguard to the milk supply and as a protection to the dairyman's family.

The actual disposal of sewage and waste has been almost overlooked and inspectors have to a large extent, contented themselves with requiring that such sewage and waste be removed to the specified distance from barn and milk houses. It is my understanding that there has been much development in recent years of sanitary privies and devices for properly disposing of farm sewage and wastes. A thing that is badly needed at the present time is information in the hands of inspectors on practical and efficient means of properly disposing of such wastes on dairies.

The importance of the health of cattle has long received wide discussion and due recognition. In this State laws on the subject more or less adequate have been made and good provision for their enforcement has been provided.

It would appear that the health of the milkers and attendants was of pre-eminent importance for a safe milk supply. Nearly all the other things that have been mentioned are intermediate between these persons together with their families and the consumer. Diseases have usually found their way into the milk from these persons. Why not then go directly to the source and inquire into this thing? Certainly no man known to have a communicable disease would now be tolerated as a handler of milk. Probably consumers would not purchase any milk from a dairy on which there was known to be a carrier of disease. The practical question, no doubt, is to what extent medical examination should be required. I do not know to what extent it should be required. I do know that some

cities in this country have required medical examination. Some cities indeed have required medical examination of all food handlers. I cannot help but feel that it is along these lines that progress is to be made.

To turn to a consideration of this subject from the standpoint of the community, it is my belief that a good milk supply may be had only through:

1—The provision of proper laws or ordinances.

2—The provision of a force adequate and well organized.

3—The provision of adequate facilities for work.

4—The adoption of well-thought-out plans of procedure.

Such laws should be clear and non-contradictory. They should provide minimum standards on sanitation and composition of products, etc., and they should provide the means by which proper financial reward may be received for a product of a given quality. In other words, some grading system should be provided. Our own law in this State is an excellent example of such a law. Under it a man who wishes to produce a milk of the very highest quality, namely, certified milk, may secure the approval of his product by disinterested authorities of the highest standing and thus be enabled to secure an enhanced financial return. Next, a dairyman who may not wish to incur the expense necessary for the production of certified milk, but who is willing to take the necessary care to produce a high grade milk, can call it Grade A milk and he also gets his reward. Poorer milk must be called Grade B milk. This law leaves to the choice of the dairyman the class of milk he will produce, and it aids him to get a price corresponding with the quality of the milk he produces.

This law does, of course, have its defects. Possibly one such defect is a certain lack of clearness. This is a common fault. Possibly one such defect is a certain lack of clearness. This is a common fault. Possibly one such defect is a certain lack of clearness. This is a common fault. Indeed it is at its worst with these. I have seen many proposed ordinances. Some of them, to say nothing of being long and involved, were contradictory in terms and failed utterly to express the ideas of the proponents. If passed they would be unworkable or would bring great hardship upon the dairymen. It cannot be too strongly recommended that all such proposed ordinances be submitted not only to someone familiar with drawing ordinances, but to someone familiar with this particular class of ordinances. Great inconvenience and trouble can thereby be avoided.

There must be proper laws and ordinances, but these are worthless unless there be an adequate force of adequate men to carry them into effect. In the body of the pure milk law itself the wise provision is made that it shall not be effective in any community unless that community provides adequate means for carrying it into effect. Too long have authorities been wont to appoint as inspectors some dependent unfit for any other work, too long have they been wont to charge them with these duties in combination with other and unrelated duties. Too long has this work been held in low esteem. The estimate in which it is held was recently expressed to me in all seriousness by a high official of the State Government substantially in these words: "It is the general belief that dairy inspection consists in going around and taking a slant at dairies and that anyone can do it." And I had to agree that that was the general belief. So long as this belief prevails so long must the industry itself and the consumers suffer.

I believe we here will agree that in-

spection of any value is not "just taking a slant at dairies." We know that it is a work of prime importance to the health of the community and to the prosperity of the industry. We know that it is a work demanding the best powers and the concentrated attention of any man. If ever the public estimate of this work is to be raised it must be by reason of the accomplishments of men in the work, and unless it be by some stroke of luck or of genius men can be expected to make a success of any one work only if they are allowed to give their whole time and whole thought to it.

Such a force must be provided with adequate facilities for doing their work. This means of course transportation and necessary equipment for taking samples, for making examination of them chemically and bacteriologically. There is usually not much difficulty about obtaining the instruments for making tests for fat and for solids. There is, however, a great amount of misunderstanding as to the requirements for bacteriological milk control work, this even among laboratory people themselves. Among real bacteriologists doing general bacteriological work there is apt to be the assumption that for any bacteriological work highly trained men must be employed. This idea should be dissipated. The character of this work is such that any person of ordinary intelligence can learn it in a few days. Indeed, in one of the largest laboratories in the country doing this class of work, which I visited a few years ago, I found that this work was done by a force of laboring girls such as might be employed by any factory. In our own State in places where some of the most effective inspectorial work is being carried on the milk counting work is done by persons having no previous bacteriological training.

The equipment needed for this work is simple and cheap. I wish the authorities in all small cities might come to know this. The three pieces of apparatus that have cost money are the autoclav, hot air sterilizer and incubator. Regular bacteriological laboratories may buy copper or nickered autoclavs costing hundreds of dollars. For this milk work the small town can buy an iron or aluminum pressure cooker costing a few dollars. The big laboratory may need a double walled asbestos hot air sterilizer. For this milk work an ordinary gas oven will do just as well. Incubators with perfect temperature control and heat distribution may be had at small price. The cost for all the apparatus necessary for work of this kind in a small town should be in the neighborhood of \$100.00. I feel that if it were generally known that this work can be done at this small cost, there would be much more of it done.

Excellent laws we already have in this State. In some parts of it adequate force and facilities are provided. Some of these communities having the means have adopted advanced methods of procedure. Instead of proceeding on the theory that their duty was done when some figures had been put down on a dairy farm score card they have examined the product and then made use of these examinations to guide their work. Some of them have gone beyond the provisions of the law in the grading of milk and have supplemented it by

a system of grading the milk on the milk score card. By thus letting the consumers know the quality of different dairymen's milk and by thus letting the dairyman benefit by this knowledge had by the consumers, wonderful improvements have been secured. So true is this that large communities in this State have a milk supply that probably is not equalled nor indeed hardly approached by any community in the East. Of course it is true that even in these improvements may be made, certainly it is true that there are many communities in which there is room for vast improvement.

In this connection it may be well to mention the results of a recent comprehensive survey of the milk supply of twelve of the principal cities of the State made by a representative of the U. S. Dairy Division. This survey was made some six months ago and was based upon the permanent records of the health officer and upon special samples taken at the time of his visit. It is interesting in comparing the average score of the various cities to note that the ones which stood at the top not only enforce the grading law but have supplemented with a more elaborate system of scoring the milk while the cities which stood at the bottom had not even enforced the grading law. Further comment than this on the things I have presented would hardly seem to be necessary.

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EDITORIAL

THE ADDRESS OF C. F. HOYT ON A GOOD MILK SUPPLY

In the November issue of *Pacific Municipalities* we published the first part of Mr. Hoyt's address, with the ideal of concluding it in the December issue, but this was not done on account of the demand received from various parts of the State for publication of the debate on public utilities. In view of the fact that only a small portion of Mr. Hoyt's address was run in the November number it has been thought best to run it in full in this month's issue.

GARBAGE DISPOSAL

Another matter which was only partly published in the November number was the address of Mr. Orbison, City Manager of South Pasadena, on "Garbage Disposal." The preliminary address was published in full but the discussion which followed had not yet been received from the reporter and consequently could not be run in connection with the main address. As this discussion was very important and likewise interesting it is being run in this issue.

HEALTH OFFICERS' SECTION

The Health Officers' Department of the League has been granted two pages of the magazine of each month's issue to be devoted exclusively to health problems and news concerning health matters. This section will be edited by Guy P. Jones of the State Board of Health. It will undoubtedly be of great value and interest. No subject is of more importance or entitled to greater

consideration than the conservation of the public health, and the courts have permitted city officials to go further with legislation on this subject than any other phase of municipal government. It is a noble thing to save human life when it is in danger. It is a nobler thing, but not generally as spectacular, to remove the danger. This is the great object sought to be obtained by those who are engaged in public health work. Thirty years ago it was a common thing to have epidemics of smallpox, yellow fever and other diseases sweep certain portions of the country annually. The fact that these periodical epidemics no longer occur is due wholly and entirely to those who are engaged in the work of safeguarding and conserving public health. They are entitled to the greatest possible measure of co-operation from all public officials. God speed them in their good work.

NEWS NOTES

Relatively few measures relating to public health have been introduced during the first half of the session of the Legislature. There is a dearth of bills generally. It is probable, however, that before the session is over several important public health measures will be introduced. A resumé of some of these more important measures will be published in the next issue of *California Municipalities*.

Dr. J. C. McFarlane, city health officer of Mountain View, conducted an active clean-up campaign during January. Among other towns to inaugurate similar campaigns are Fairfield and Auburn.

HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary, California State Board of Health

Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles

Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.

Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

FOREWORD

The annual conferences of the Health Officers' Section of the League of California Municipalities have developed remarkably during the past few years. So important has this annual conference become that every State, county and municipal health official has become convinced that he can ill afford to miss a single one of them. The meetings at Riverside and Chico have demonstrated the value of this annual contact between health officers of the State. The papers and discussions are valuable, enabling health officers to glean new ideas and suggestions for better local health work. This Department in California Municipalities will provide closer contact between health officers during the whole year. The information in these pages should be helpful in stimulating local interest and in providing information relative to new public health procedures. The promotion of public health is now of leading interest throughout the entire world. Every line of activity that provides assistance in the development of community public health is of the utmost importance.

WALTER M. DICKIE, M. D.,

Secretary, California State
Board of Health.

CHICO MEETING

Many interesting papers were read by health officers attending the Chico Conference, November 8th to 11th, 1920. Dr. F. W. Browning, Health Officer at Hayward, read a paper on "Public

Health Centers," which brought out the most detailed and interesting discussion of any paper presented at the Conference. Nearly every health officer present endorsed this paper, in which it was advocated that all public health centers should be established in conjunction with local health departments. The supervision of unofficial agencies by official agencies was emphasized. The working of Pasadena's new ordinance which requires the periodical physical examination of all food handlers was well explained by Dr. J. S. Hibben, City Health Official. Mrs. Nina G. Carson, R. N., City Health Nurse, of Pasadena, read an interesting paper entitled, "The Value of the Public Health Nurse in the Community."

Rabies has been unusually prevalent in San Joaquin County during the past few months. Several children have died of this terrible disease, after having been bitten by rabid dogs. The authorities of San Joaquin County, Stockton, Lodi, Tracy, and Manteca have co-operated in the enforcement of muzzling ordinances. There has been some expense connected with this, San Joaquin County alone having employed six special inspectors at salaries of \$200 per month, including transportation. This expenditure was necessary in securing the protection of children as well as adults. The campaign is producing results, as stray dogs are becoming exceedingly scarce throughout the county.

Some of the other papers read were as follows:

"Health Administration in Small Cities," by Mr. Louis Olson, Health Officer, Palo Alto.

"The Abatement of Nuisances," by Mr. S. F. Butler, City Health Officer, Salinas.

"Difficulties Encountered in the Control of Diphtheria," by Dr. P. J. Cuneo, City Health Officer, Bakersfield.

"Physical Examination of Food Handlers in Pasadena," by Dr. J. S. Hibben, City Health Officer, Pasadena.

"Tuberculosis Control," by Dr. Robert A. Peers, Colfax, member of the State Board of Health.

"Publicity and Education in Public Health," by W. H. Walker, M. D., City Health Officer, Willows.

"The Place of the Social Worker in the Social Hygiene Program," by Mrs. Elizabeth McManus, Social Service Director, Bureau of Social Hygiene, California State Board of Health.

"Mental Hygiene," by Dr. Robert Lewis Richards, Medical Superintendent, Mendocino State Hospital, Talmadge.

"The Present Need for Public Comfort Stations," by Dr. W. J. Hanna, City Health Officer, Sacramento.

"Plague Control," by Asst. Surgeon W. G. Harrison, U. S. Public Health Service, San Francisco.

"The Inspection of Fish," by Dr. L. M. Powers, Health Commissioner, Los Angeles.

greatly from the appearance of any town. In most cities there are a few plague spots where the sidewalks are always filthy. Should example be made of a few offenders remarkable results in ridding the town of this nuisance, might be obtained.

Lompoc has a new city health officer. He is Dr. W. T. Talbott, and the board of city trustees, at the time of his appointment, directed him, together with the city attorney, to make an investigation into ordinances pertaining to public health, with the view of recommending the enactment of any new ordinances that may be required for the maintenance of good health conditions in Lompoc.

Santa Barbara is cleaning up its Chinatown. City Attorney W. T. Butcher, Past President of the League of California Municipalities, and Dr. A. L. O'Banion, City Health Officer, made a first-hand investigation of the district, following which a general clean-up order was served on the residents. The Chief of Police issued a warning to the occupants of premises in the Chinese quarter advising them that a clean-up must be conducted without delay or the entire population would be haled into court charged with maintaining a nuisance. Direct action produces results.

NEWS NOTES

There is a State law which prohibits spitting on sidewalks and in public places. The California State Board of Health has recently called the attention of city marshals throughout California to the general lack of enforcement of this law. Spitting on sidewalks is a disgusting practice which detracts

Long Beach is enforcing the regulations of the State Board of Health for the sterilization of drinking utensils. Inspector T. B. Rucker has distributed copies of the regulations to all soft drink establishments, and there is marked activity in complying with the necessary requirements. The local health department is also conducting a campaign against the common towel.

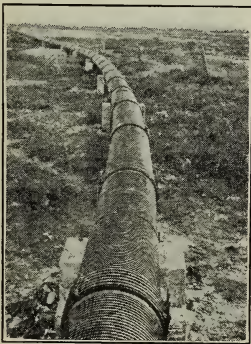
The city of Eagle Rock has made arrangements for having regular monthly bacteriological examinations of the city water supply. Most cities of California are having such examinations performed at regular intervals. This service is provided by the Bureau of Sanitary Engineering of the California State Board of Health in its water examination laboratory on the University of California Campus, 102 Civil Engineering Building.

Lodi has recently experienced outbreaks of smallpox, diphtheria, and scarlet fever, all of which ran concurrently. So many persons were ill and the foci of infection were so scattered that the employment of a public health nurse was necessitated. The three outbreaks cost the residents of Lodi a large sum of money. Had but a small part of this money been expended for the regular employment of a public health nurse all of these outbreaks would undoubtedly have been averted, a large amount of suffering and several deaths would have been prevented and the city and its residents would have been ahead financially. Epidemics of communicable disease are expensive and they do not

constitute good advertising for any community.

The city of San Diego conducted civil service examinations for city health officer January 12th. There are but two names on the eligible list at the present time, and the examination was held for the purpose of filling the list and to qualify physicians for emergency work in case of epidemic. An examination for assistant health officer was held at the same time. The San Diego Civil Service Commission contemplates at an early date holding examinations for superintendent of the Isolation Hospital and for nurses for the same hospital.

The city of San Diego held a "clean-up week" in January. Vacant lots in all parts of the city were cleaned, the work in most cases being done by children. The demands for trucks to remove rubbish far exceeded the supply. The Board of Health had two trucks at its service, which made the rounds as rapidly as possible. The removal of rubbish improves the appearance of the city and acts as an incentive to the improvement of general health conditions.



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WHAT OUR CITIES ARE DOING

Alameda recently sold \$150,000 worth of sewer bonds bearing $5\frac{1}{2}$ per cent interest at a premium of \$3,465. As the officials will not require the money until the end of June, they decided to invest it in United States certificates bearing $5\frac{1}{4}$ per cent interest and maturing on June 15. In other words, the city borrowed money at $5\frac{1}{2}$ per cent and then turned around and loaned out the same at $5\frac{1}{4}$ per cent interest.

Atwater and Chowchilla are planning to incorporate as municipalities.

Berkeley recently annexed Cragmont, Thousand Oaks, North Brae and No Man's Land.

Brea electors recently adopted an initiative ordinance prohibiting weekly boxing shows.

Blythe is planning on considerable paving work.

Calexico is considering the construction of a municipal light plant.

Coachella, Riverside County, by a vote of 96 to 92, recently voted against incorporation.

Corona has decided to carry its own accident insurance instead of insuring with the State, as heretofore.

Dinuba has just adopted a new plumbing and sanitary ordinance, also a building ordinance.

Fresno has just awarded a contract to Thompson Bros. for putting down 20,000 yards of Warrenite-Bitulithic pavement. A new garbage plant has just been installed.

Glendale. The board of freeholders are making great progress with the framing of a new charter.

Grass Valley citizens, by a vote of 659 to 163, adopted a new charter which provides for a council of three members instead of seven, as heretofore.

Hemet will operate its own sewer farm after January 7. The city has 40 acres of peach trees on the farm and expects to receive quite a revenue.

Los Angeles proposes to expend \$10,000,000 on harbor improvements. The city council has passed an ordinance prohibiting rent profiteering. The merchants are opposed to the new occupation tax and have gone on record as preferring an increased charge for water and power.

Manteca expects the arrival of a new pumping engine and fire hose for the fire department.

Modesto. A contract was recently awarded to the Standard Paving Company for 2,168 square yards of Warrenite-Bitulithic pavement on a Portland cement foundation.

Oakdale is planning on a series of band concerts for the summer.

Orange is constructing a municipal building at a cost of \$80,000 which will house all the city departments.

Perris trustees propose to submit the question of street improvements to the people at an election to be held April 11.

Patterson trustees recently voted against increasing the business licenses.

Redondo Beach has let a contract for city printing. The figure is 90 cents an inch for the first insertion and no charge for subsequent insertions.

Reedley. The board of trustees are seriously considering the acquisition of a large piece of property for a public park.

WHAT OUR CITIES ARE DOING—Concluded.

Rialto trustees are advocating the acquisition of a municipal electric distributing system.

Riverside. The city council recently voted to pay half the cost of establishing a memorial in Evergreen Cemetery for the burial of deceased soldiers and sailors. Plans have been approved for the paving of New Magnolia avenue.

Sacramento. Agitation was recently started for the enactment of a county charter under the manager plan, undoubtedly prompted by the success of the manager charter for the city. The city has adopted one of the most progressive charters in the country. It provides for a city manager under a council of nine members who are elected under proportional representation.

San Bernardino is about to replace 160 street lights turned off last fall as a measure of economy.

San Fernando made a drive on December 6 for the purpose of uniting all civic organizations to further the development of the city.

San Francisco. Supervisor Welch will make a strong fight before the State Legislature to take harbor control out of the State and place it in the hands of the city.

San Mateo trustees are contemplating the appointment of a city planning commission.

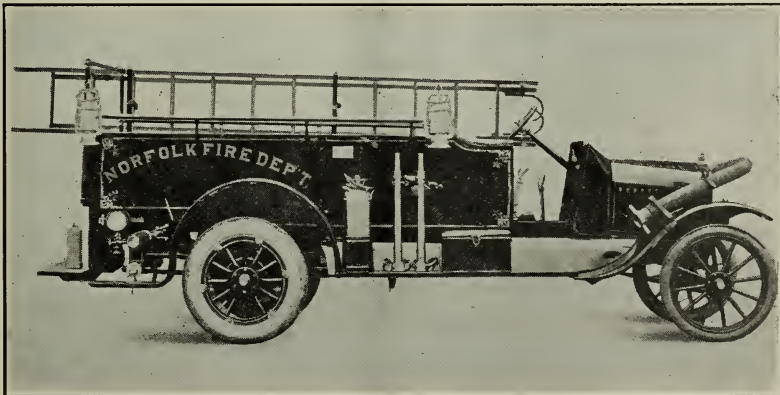
Santa Ana freeholders have just concluded the work of framing a new charter.

Santa Clara is considering a revision of its charter.

South San Francisco. The board of trustees recently moved into their new city hall.

Tracy will purchase an automobile for the police department.

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INTERESTING FACTS REGARDING THE MUNICIPAL BAND STAND AND AUDITORIUM AT SANTA MONICA, CUT OF WHICH IS ON THE COVER

The people of the southern portion of Santa Monica within a district known as Ocean Park, realizing that this city was particularly a tourist, resident and resort city, and recognizing the fact that our tourist friends were entitled to high class entertainment, appointed a strong committee from the live Chamber of Commerce, to formulate a plan whereby land could be purchased, and a Municipal Auditorium and Band Stand, together with parking space accommodations for the visitors' automobiles, could be built. This committee selected a site with a frontage of four hundred feet on the Promenade and running out over the beach to the ocean.

An intensive campaign was held and petitions presented to the City Council, and with the co-operation of the city officials and the City Attorney, an election was held on May 17, 1920, for the purpose of acquiring the land mentioned for public park and voting the bonds for \$375,000, \$240,000 of which was to be for the purchase of the land and the balance for the erection of the structures. For a couple of weeks before the election was held, lunches were held daily by the Chamber of Commerce, and the district was divided into precincts and thoroughly canvassed by committees composed of all of the prominent business men, so that after the vote was counted on the night of May 17, 1920, it was found that the bonds were carried by a large majority.

The proceedings for the formation of this improvement district were taken under the Act of April 20, 1915, which allows a district to be formed within a municipality for the purpose of permitting voters within that district to vote on the municipal improvements, and as this was probably one of the first times that this Act had been used in the southern part of the State, the results were looked forward to with great interest by a large number of nearby municipalities, and it was very interesting to note that all the proceedings drawn up by City Attorney V. R. McLucas were correct in

every detail, as the bond attorneys furnished their opinion as to the legality of the proceedings without even a minor change. The bonds were issued on July 1, 1920, drawing six per cent interest, payable semi-annually in denominations of one thousand dollars each, maturing ten each year until 1952 and eleven each year from then on to 1957 inclusive, and were sold to Messrs. Banks & Huntley, bond brokers of Los Angeles, for par and accrued interest.

Since that time, the work has actually been commenced on a structure in charge of Commissioner of Public Works William H. Carter, and Edward T. Flaherty, an engineer of considerable note, who has been the engineer in charge of a number of large public buildings, such as the Trinity Auditorium in Los Angeles and the beautiful band stand at the San Diego Exposition grounds, was placed in charge of the engineering end of the work.

Mr. C. H. Russell was selected as architect, Mr. Russell having built a number of buildings on our beach and in various parts of the State, such as Venice Polytechnic High School, the City Hall of Willows, California, and the Hall of Records in Hollister, and numerous theatre buildings.

The 1921 Convention of the California League of Municipalities will be held at Santa Monica, and the new Auditorium is to be thrown open to the Convention as its meeting place. The delegates of the Convention will, with numerous other forms of entertainment, have the benefit of listening to Tommasino's Royal Italian Band, whose concerts will be given on the Band Stand shown directly in the center of the Auditorium Building. Plans for the building and plaza, etc., show that approximately 1600 people can be taken care of in the main Auditorium itself. There will also be various committee rooms, and the band plaza will seat close to 3,000 people. The parking space for automobiles, while possibly the first year will only be able to handle some three or four hundred

machines at the rear of the Auditorium on the pier built out over the ocean, this pier, however, can be extended from year to year by the city at a very nominal cost.

The city of Santa Monica is situated some seventeen miles from the center of Los Angeles and has a normal population of about 16,000 people, which increases during the heavy tourist months to about 25,000. It has a commission form of government. The total assessed valuation is about \$18,700,000, and is particularly well situated for the next

Convention owing to the fact that it has seven paved boulevards entering the town, four street car lines and numerous hotels and apartment houses to take care of all the visitors.

It has a municipally-owned water plant, public parks, tennis courts and a municipally-owned pier. The Palisades section is one of the most beautiful residence sections on the Pacific Coast and there are numerous attractions which will be described from time to time in future articles.

TITLES OF NEW ORDINANCES RECEIVED

Fire Department, providing for organization, government and compensation. Patterson 3171.

Tubercular Sanatorium, prohibiting in certain described area. Monrovia 3172.

Sanatorium, prohibiting tubercular in certain described area. Monrovia 3172.

Sanitarium, prohibiting establishment of tubercular in certain described area. Monrovia 3172.

Hospital, prohibiting establishment of tubercular in certain described area. Monrovia 3172.

Zoning Ordinance, establishing districts and regulating therein use of property, height of buildings and requiring open spaces for light and ventilation. Coronado 3173.

License Ordinance, general business. Richmond 3174.

Traffic Ordinance, relating to care of horses, vehicles, etc., on public highways. Oakland 3175.

Building Ordinance, providing for construction, alteration, removal and repair of buildings. Patterson 3176.

Petroleum, relating to keeping and storage. Patterson 3177.

License Ordinance, licensing attorneys-at-law, doctors, dentists, veterinary, surveyor, doctor of osteopathy, chiropractic and all systems of mental healing. Patterson 3178.

Sanitary Regulations, providing for. Patterson 3179.

Traffic Ordinance, relating to parking of vehicles, prohibiting riding of bicycles, motorcycles and roller skates on sidewalks, and prohibiting the riding, driving or leading of horses, mules or horned cattle on sidewalks. Patterson 3180.

Building Repairs, providing cannot be done without permission being obtained from city marshal. Patterson 3181.

Public Morals Ordinance, prohibiting playing cards, dice, punchboards or mechanical devices for money, checks, credits or merchandise or anything of value in cigar stands, pool or billiard halls or elsewhere; closing pool and billiard halls between certain hours; prohibiting minors to enter any pool hall; making it unlawful for any manager or owner of pool halls to allow minors to enter. Patterson 3182.

Dogs, putting tax on and providing for collection and disposition of the money so collected and providing for collection and disposition of dogs. Patterson 3183.

License Ordinance, general business. Patterson 3184. San Jacinto 3187.

Sidewalks, regulating laying and construction. Oakdale 3185.

Lands, providing for acquiring lands for street purposes. Monterey 3186.

Water Works Superintendent, creating office and a City Water Works Operating Fund and relating to water service and rates. Blythe 3188.

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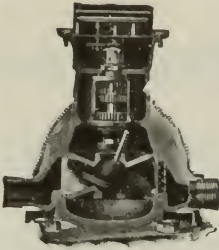
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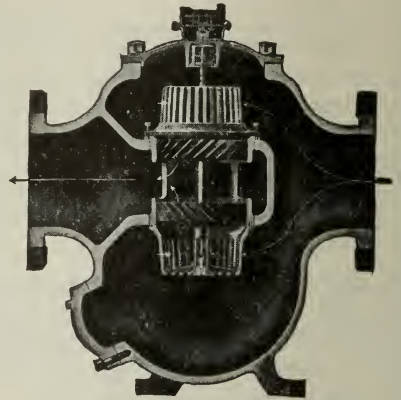
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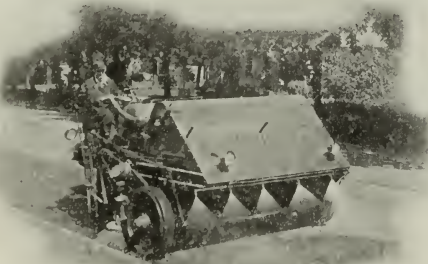
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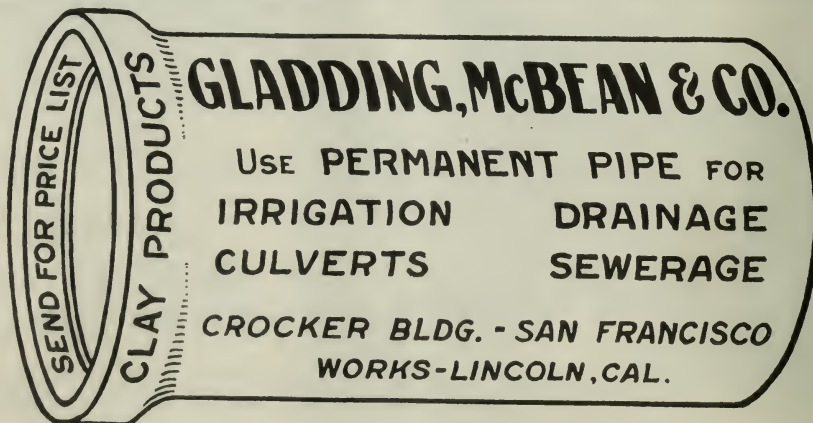
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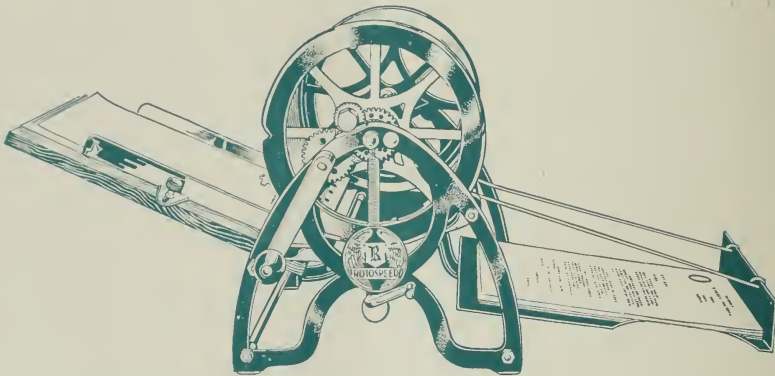
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FEBRUARY, 1921

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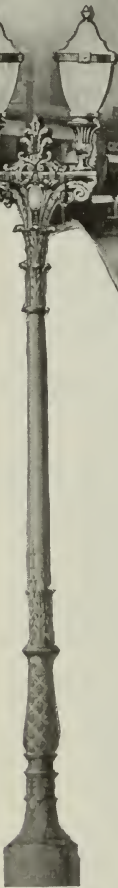
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SOME PRACTICAL ASPECTS OF CITY MANAGEMENT

By R. M. DORTON,
City Manager of Pittsburg.

Mr. Chairman, Ladies and Gentlemen: In order to avoid any confusion as to the identity of our thriving municipality. I wish to say that Pittsburg is located in California. Also that Oakland and San Francisco and Berkeley are but forty miles away.

In the few minutes which I am allotted in the program, I wish first to relate my experience as a City Manager of Pittsburg for the last year, and, second, to discuss a few features of city management which I believe will make it even more effective.

A year ago Pittsburg had many symptoms of municipal distress, the most important of which were reflected in the unsanitary condition of her streets, the absence of dignified public buildings, inadequate fire protection, laxity in the enforcement of city ordinances, and public indignation over the water supply.

With these problems staring us in the face, we set about to organize the progressive forces in the community, and to inaugurate an educational campaign for a bond issue, the only means at hand to remedy this condition. Consequently the leading citizens and professional men of Pittsburg were organized into a Chamber of Commerce, and were thoroughly convinced of the necessity of making these public improvements.

For two solid months, the members of this chamber worked night and day to

reach every voter in Pittsburg with bond arguments. The Board of Trustees called the election for January 20th. There was some apprehension as to how the election would result, because of the fact that two years before when an election had been called to bond the city for many of the very improvements proposed under this bond issue, the entire issue was overwhelmingly defeated. On the 20th of January, however, so successfully had the campaign been waged and so unanimous were the people of Pittsburg in support of the bonds that every bond proposal was carried by an average majority of eight to one.

The bond issue provided for paving certain principal streets in general, for building a new City Hall, for purchasing new fire apparatus, for constructing a municipal wharf, and for other more minor public improvements. The total amount of the issue was \$440,000, and the rate of interest fixed was 5 per cent. Notwithstanding the disadvantageous condition of the municipal bond market for the past year, we have been able to sell in Pittsburg, \$139,000 worth of these bonds at par and accrued interest, and this year we have made some of the most vital improvements under the issue.

The bond election successfully over, we set about to reorganize Pittsburg's Police Department. Being an industrial community, you can easily imagine that

the police problems of Pittsburg are somewhat intensified. We had in Pittsburg a situation, so far as the violation of ordinances is concerned, which you would not find in the average community of its size. So an experienced detective was first employed to gather evidence as to violations of our city ordinances, particularly along gambling lines. This detective worked quietly in the city for two or three weeks, and gathered actual, bona fide evidence, the only kind of evidence, by the way, which a modern jury will consider of sufficient importance to warrant a conviction, and then the Police Department was called together, before the Board of Trustees, the old Chief of Police was relieved, the new detective was appointed Chief of Police in his stead, and a reorganization of the Department effected immediately. Under the supervision and direction of the new Chief, a series of raids was conducted in the city, about which you have probably may of you read. These raids had the desired effect upon the gambling situation, and also stimulated the city's spirit to a considerable extent. I might add that during the past year we have had three Chiefs of Police, and I was just thinking that if we had a non-removal rule in Civil Service in Pittsburg, we might just as well move out of town as far as getting efficiency in municipal administration is concerned.

Another thing which was reflected, probably more than anything else, the decentralized irresponsibility under the hydra-headed type of mis-administration under which we were before governed, was the dirty and run-down condition of our streets. Many of the streets in Pittsburg were actually repellent, especially to the visitor. We had no adequate street sweeping machinery. The only street sweeping done with regularity was gutter sweeping of the main streets. During

the past year we have purchased street cleaning equipment, divided the city into districts, and placed one man at the head of each district, and have held him responsible for the cleanliness of that district. There is some natural rivalry between the districts, with a consequent earnest effort to keep the city in a tidy and sightly condition.

Just to illustrate the difficulty which we had in enforcing, for example, some of the most vital sanitary regulations, let me tell you this: In the municipal code there was an ordinance. Our municipal law was codified in 1913, and this was a code ordinance. A provision in it provided that your householder should have a garbage can. An actual survey by the Police Department showed that only about 25 per cent of the people had actually complied with that section of the code. The Department set about enforcing this ordinance, and in this way: We first made a survey of the city and took down the names of those who had not complied with the code provision, and from my office there were sent out notices that those people would be given one week, or perhaps it was ten days, within which to comply with the code. At the end of that time, a new survey was made, and those who had not yet complied with it were brought into court. Some days we had as many as fifteen persons before us in the court. To me this merely illustrates the difficulty which any municipality has in the enforcement of ordinances, where laxity has hitherto prevailed in that direction.

In order to increase the efficiency of the Police Department, we have made a few innovations. Some of these would of course not apply to a larger community. One important innovation was in establishing watchmen's clocks in various districts in the town. If a police officer is constitutionally lazy or is disinclined

to do his duty, this is the quickest tell-tale method that I know of to win an active attention to duty on the part of the employes of the Department. For instance, a patrolman is given a schedule, he is given a key, these clocks are stationed at various intervals in the city, and the patrolman takes his schedule and he registers upon the dial of that clock at that station at a particular time, and before the schedule was made we had gone over the city and we knew just about how long it took to go from one district to the other district. The next morning these dials are gathered from the various stations, and the Chief of Police looks over the dials, and in the event that the patrolman has omitted punching any particular dial, he is asked by the Chief of Police for an explanation—why the omission.

Another thing which greatly increases the efficiency of a small force, especially on duty at night, after twelve or one o'clock, say, is the use of the bicycle for your patrolman. The patrolman can cover a territory twice or three times as great with a bicycle as he can without. There is no question about the value of the bicycle in the case of an emergency, either.

Probably the most important step that we have taken in Pittsburg in the past year is in the purchase of our water plant. There was some doubt at the time of calling the bond election as to whether or not this particular issue would be carried, because of the general criticism which had developed and had become quite marked in Pittsburg, over the service that the old company had rendered, and the inimical attitude of the electors there towards this company. It developed that the company wanted to sell, not so much that the city wanted to buy but that the company wanted to sell to the city. So the educational cam-

paign was very persistent in that particular aspect. Now, we have owned and operated a water plant since the first of April. At the time we took over the water plant, naturally we took over the operating personnel, just as it was under the private company. But in a few months it developed that it was necessary to relieve the old superintendent of the plant and the operating personnel, and now we have reorganized the working force of the plant entirely, with very satisfactory results. We found that under private control and operation, the company was very lax in the enforcement of rules and regulations, which are absolutely essential to the economical operation of a public utility. We found, for instance, that the superintendent had been spending at least one-quarter of his time collecting water bills. The consumers of water are now trained to go to the City Hall and pay their water bills each month, which gives the superintendent that extra time for other things more important.

Just during October, last month, the Board of Trustees passed an ordinance reducing the water rate 25 per cent, and in addition to reducing the rate 25 per cent, we have increased the volume of water under the minimum rate, a feature which went through with the ordinance, to encourage the use of plenty of water for keeping lawns.

Since we took over the plant, we have spent \$26,000 for improvements and additions. We have changed the source of our water supply from the salty water of the lower San Joaquin River to two new wells with a capacity four times as great as our present needs. We are contemplating spending \$25,000 more for the laying of water mains.

Beginning the first of the year 1921, the plant will be able to redeem the bonds, pay the interest on the bonds voted for

that purpose, and set aside a sufficient fund to allow for depreciation.

In the matter of city conveniences, we have had a very successful year, which I think is due to three things; first, the adoption of a budget system, and, second, a centralized purchasing, and third, to a careful check of expenditures. Heretofore it was necessary for the City of Pittsburg to borrow money from the bank in order to complete paying expenses for the fiscal year. This year we had a surplus in the general fund on the 30th of June of \$12,000, enough to carry us over until tax-collecting time this year, and the budget this year dates from the 1st of September to the 1st of September next year, so we know that that temporary insolvency will never occur again, when the budget is followed, and that dates from September to September, which I think entirely proper dates, because tax collections date from that time.

Now, I could go ahead and relate other things, probably, which we have accomplished in Pittsburg, and things which we have attempted to accomplish, but my time is too limited to enlarge upon them. I wish in the time remaining to discuss a few features of city managership which I believe will make the plan even more effective than it has been in its present stage of development.

There seems to be no question about the merits of the city manager plan over the hydra-headed type of municipal administration to which we were accustomed before the advent of the city manager. But there is some question as to its application.

The city adopting a city manager charter or adopting the plan by ordinance, must first consider the material for the manager. Should the manager be a local man, or should he be an outsider? And what are the qualifications a manager should have? Sixty-three

per cent. of city managers have answered the first question, for that percentage is of men appointed from without the city. It is the contention of those in favor of appointing an outside man that he will be more likely to be progressive than a local man, that he comes into the new community with ideas gained from contact with the municipal problems of other cities, and, most important of all, he comes into the community without friends or enemies.

Another question that arises is as to the salary and tenure of the office of manager. The city manager should be paid a salary commensurate with his ability to discharge the duties and functions of his office economically and effectively. It depends upon the kind of manager a city has as to the amount that he should be paid. Some people have the idea that the cheapest kind of government is the best kind of government, when the converse is really true. Large industries pay their executives well. If they find that an executive is not competent, is not capable of conducting the affairs of the corporation properly, they discharge him and get a man that they can afford to pay, and there is no city that can afford to pay a city manager who is not doing his duty thoroughly and well, anything.

Another thing: The tenure of office of the city manager should be fixed. A manager who holds his office subject to the whims and caprices of the fickle public is jeopardized in the exercise of every sound reasoning and good judgment. This principle obtains in our elective offices, from the President of the United States down to the constable of a township, and it is best illustrated, perhaps, in the appointment of our justices of the Supreme Court for life, where you want men to be removed from political influence, where

you want judgment rendered which is sound and reasoning which is good—you take them away from the influence of a fickle public. Political pressure is too frequently brought to bear upon our public officials to avoid the necessary safeguards, where an effective administration is sought.

Much of the success of a manager, once he is appointed and his tenure fixed, depends upon the kind of council which he has to work with. If he has a council which will back him up in his appointments and in his enforcement of ordinances, the success of his administration is assured. And if he has a council which differs with him as to matters of administration, and which goes against him and works against him on matters of policy, then very little, if anything, can be accomplished. The council should look more or less to the manager for advice and suggestions in the matter of fixing policies, and when ordinances are drawn, the city attorney and the council should both consult with the manager as to the advisability of the administrative or the executive side of the ordinance.

Lastly, the city manager must have the confidence of the public. Unless he has this confidence, it is difficult for him to make a success of the office, even though he has the support of the council. The shyster politicians and those who seek the spoils of office are constantly trying to undermine an efficient administration. We know that from recent examples in our own State. And until the mind of the public is aroused to the working of the shyster politician in the community, we will have inefficient and corrupt government. And not until then, until the public is aroused, shall we have a responsive and elastic system of administration.

Mr. Whitnall, of Los Angeles: Did I

understand the gentleman correctly when he said that the original bond issues included items for street improvement?

Mr. Dorton: Yes.

Mr. Whitnall: What was the life of those bonds, if I may ask? The reason I ask this is that the question came up at the last Convention at Riverside for a good deal of discussion.

Chairman Lorraine: I recall it.

Mr. Dorton: We had an issue totaling \$440,000, and the city matures eleven bonds a year. They were general municipal improvement bonds, and have not been designated as street improvement bonds or water improvement bonds, but general municipal bonds, maturing eleven a year, for a period of forty years.

Mr. H. B. Riley, Commissioner, Long Beach: I would like to ask Mr. Dorton a question. Does he speak from the standpoint of a city manager—and I am asking the question from the standpoint of a member of a legislative body. He made the statement that there should be a term of office fixed for the manager, and also stated that if the manager and the legislative body of the city did not work harmoniously, the government would not be a success. Evidently the speaker was presuming that the legislative body would be in error. But suppose the legislative body and the people felt likewise, how would you get rid of the manager?

Mr. Dorton: I should answer that question by saying that a manager, under those circumstances, should resign.

Mr. Riley: He should.

Mr. Dorton: And if he was the right kind of a manager, he undoubtedly would. If he were conscientious in his duty, I believe under those circumstances any manager would resign.

Mr. Charles E. Hewes, City Manager of Alameda: Speaking to the same question, I do not believe the city manager's term of office should be fixed, Mr. Chairman. I believe that he should be removed by vote of the council. I think the manager should not want a fixed term. I know I would not want a fixed term. I think the council should be in the same position as any board of directors in a business organization, should have the power to remove the manager at any time.

In the City of Alameda, we have, perhaps, a rather unique situation. Under our charter we have five men on the council, and it requires a four-fifths vote to relieve the manager of his office. I don't think that is essential, but the people in Alameda felt that if they put a manager into office, they wished to assure him a permanency of office, and therefore that provision. I believe, however, that a majority of the council should dismiss a manager for cause. And personally I do not believe the manager system will succeed at all if we get to appointing managers for definite terms. The idea there is that the manager is there to get results, and if he doesn't get results, out he should go.

Chairman Lorraine: Can you state the reasons for that opinion, Mr. Dorton?

Mr. Dorton: Yes, I think I can. I think if a manager is appointed for a fixed term, he is free to exercise sound judgment. I believe that a city manager whose office is subjected to the whim of the public is influenced more or less by the public, and sometimes not for the best interests of the community which he is serving. And I think with a tenure of a fixed period, that he will be free to make his appointments to the best of his judgment, and free in a lot of other actions besides

his appointments, which makes for great benefit to the community he is serving, in which he is otherwise handicapped. Under the other system, I believe he holds office subject to too many influences.

Mr. R. V. Orbison, City Manager of South Pasadena: It would seem to me, Mr. Chairman, that if the city manager is appointed under proper conditions, instead of outlining the policy of the city itself, if he would get full authority with responsibility and then fails to make good, after a reasonable length of time, there should rest in the council the power of dismissal. If you have a time limit, unless it is exceedingly short, you are imposing an injustice possibly upon your community. As a city manager myself, I am so fortunate as to have the authority together with the responsibility, and under the conditions, if I fail, it is my own fault. Therefore, if I should fail, as the result of my own fault, why should I not be removed in as short a time as possible? As has been said, we are selected to serve the people, and if we are not serving the people, then we ought not to stay in office. And I think any fair person or any citizen would be fair-minded enough to determine fairly whether or not you were accomplishing desired results. If your politics are so rotten that you cannot stand the stench of it, that might be a different proposition—get out anyway. But I am speaking for the conditions which generally exist in our municipalities. If you did not have the authority and were simply responsible for the office, that might be another question.

Mr. Dorton: My answer to that is this—and I did not go into that in detail, because I was limited in time. I think the punishment there for inefficiency will be handled through the re-

call. There is no manager who has much honor or conscience who is going to hang onto the job when he knows he is making a fizzle of it.

Mr. Hewes: Just as soon as you bring in the recall, you bring in politics. You don't want the recall with an appointive officer.

Mr. Dorton: Give him a jury trial, then.

Mr. F. L. Johnston, City Manager of Santa Barbara: It seems to me that the matter of municipal government is a matter of growth. Forms change from time to time. If the city manager comes in from the outside and has some ideas, and he desires to put those ideas into practice in the new locality, those new ideas or principles may be absolutely correct, and yet the injection of those principles into the local situation may not be to the liking of the people of the community. A large portion of the job of the city manager, I take it, is in the execution of public opinion. It is the most potent weapon which he or any other public official can work with. But if he is not, perchance, successful in working public opinion around into a favorable attitude to those principles which he desires to put into practice, he arouses antagonism of a large portion of the community, perhaps. My point is this: The people of our American municipalities have grown accustomed to a government which permits the manager, upon occasion, to dictate the policy of that government. If that community is not then ripe for the putting into practice of those new principles, if the city manager has not brought them to that point of view, then it is my judgment that the city manager should go. It is probable that another man, more successful in educating the public to see that thing through, might put the thing over, might get by

with success. But I don't think we are here trying to upset the very fundamental idea of this form of government, that the will of the majority of the people in the community should be the governing thought.

Mr. P. W. Watson, City Manager of Glendale: Mr. Chairman, in considering the office and function of the city manager, I think we should be very careful not to minimize in thought the function and place of the legislative body. An official organization, whether it be governmental or otherwise, must have one responsible head. The responsible head of the municipal organization under our American system is the legislative body. That legislative body reflects the will of the people. The city manager should, in my opinion, be appointed by that body, and subject to dismissal by that body at will, just as the city manager should demand the same authority over those who report to him. And in dealing with the people, the city manager should deal with them through the legislative body, to a large extent. And if we do not keep that idea in mind, the city manager will find himself involved in political fights, when he might just as well avoid them.

For my own part, I retain, as much as I can, the attitude that I am working for the board of trustees, that I am employed by the board of trustees of the City of Glendale to carry out their policy. They ask me for recommendations, and I make them. I make them upon my own initiative at times, and assist them in every way to arrive at conclusions on public affairs. But I always try to recognize that the board of trustees is the head of the city. The city manager is their employe, and I believe that that is the best attitude for the city manager, and that it works out better, and, moreover, that the office

has a stronger position in the community than if the people got the idea that the city manager is really dominating the function of determining policies, and that, by the way, is liable to prevail and the manager is liable to be misunderstood in his activity to develop those opinions along those lines, if he is not careful to act as much as possible through the legislative bodies.

So I feel strongly that, as city managers, we should be very careful on that line. The political body, elected by the people, is the body in authority. A competent city council is necessary, and the people will have good government if they go out and look after it themselves. No city manager can supply that lack.

In the modern city, it would seem to me that there is no question that the council has the authority of the citizens of the community, and it is the desire of the citizenship to reflect itself in the council, and therefore that we should have good councils, and, following that, a working together, so far as the will of the people is concerned, between the council and the city manager who brings to them his recommendations and his thoughts. And such a city manager should have a greater power than the one who attempts in any sense to assume legislative functions. I thoroughly believe that the advantage to the city manager from that sort of an investment of powers and duties will be great.

Mr. Riley: I would like to ask Mr. Watson a question. He has stated that it is necessary, in order to make a success of the city manager plan, and have a system whereby a municipality employs the manager, that the people shall take sufficient interest in the government to elect a legislative body that will appoint a proper manager. Isn't

that the real essential, after all, that the people shall take interest in the government? And following that same thought, further, can we not trust the people to elect the proper mayor to run the city government?

Mr. O. E. Steward, City Manager of Anaheim: It seems a very pertinent question to ask, what the city manager is for? It has never been my idea that he was a dictator, but that he was placed in his position to carry out the wishes of the city council who are elected by the people. The principal speaker this morning stated that it seemed advisable to go outside of the city and select a manager. I do not see any more reason for that than that the city should go outside its limits to select its councilmen. The councilmen are acquainted with local conditions, or should be. They have local interests. They are in touch with the people. They understand the situation in their municipality better than any outside man possibly can. And it seems to me that a manager hired by the council should study their policies, study them in the light of local conditions, and that he can serve the people of the community, other things being equal, better if he be a man selected from within the community itself than can any outside man. Of course, I am not saying that there are not outside men who could perhaps do it better, men of greater ability possibly, if you have the money to command their service. But, all other things being equal, it would occur to me that the local man is better than the outside man for manager.

In regard to this matter of tenure and salary: It seems to me that if we once get the right idea of what the city manager is for, he should not worry about the length of his tenure in office, should not be concerned about the

length of time he will be employed. If he is in touch with his council, if the council are back of him, if he is interested in his work and in its results, those are the things that should determine the length of his term of office. When he cannot properly interpret the policy of the council, and when he is not getting results, then is the time for the council to tell him when to go.

Mr. Hewes: In answer to Mr. Steward's plea for a local man for city manager, the great trouble with our municipal governments today, as it seems to me, is that we are governed by people who are essentially non-experts. That is the great trouble. How are we to create a profession of municipal experts if we are going to limit ourselves in each case to local men? Say we have a small city of two or three thousand people, and a man in that city wishes to go into the municipal business as city executive or administrative. If he feels that that city is his limit, how far can he go and what kind of a man will you get? Is it not better to consider municipal business as a private business, so that a man who starts in and takes it up as a profession will have a chance to advance as far as he is able to qualify? That is the reason why I think we should consider the matter of a city manager as a business proposition. Let us forget our local interests. When you hire a man, you hire the best man you can get for the money that you can afford to pay, no matter where he comes from. If you have a man of that character in your own town, he is the man to appoint. But let us not make a principle of saying that we will hire nobody but a man who lives in the town, or, perhaps, has lived there for four or five years. We know that a man can come into a town, and possibly see things that a man who has lived

there all his life has not seen. In other words, there is no reason why a man coming from the outside cannot render just as good service, and perhaps better service, than the man who has lived in the town all his life.

I think we should get away from the idea that the man from the outside cannot tell us anything. Because, as a matter of fact, he can.

Now, in answer to the gentleman from Long Beach: his idea is, expressed in the form of a question—Why can't we elect our managers—call them mayors? I think it is recognized over the entire country by those who have studied municipal affairs and municipal government, that it is not always possible for the right man to hold a position requiring administrative ability. Sometimes we find that it is possible, but as a rule a man is elected because he is a good fellow, because he belongs to the church, because he belongs to the lodge, because he is a good handshaker—in short, because he is a good fellow. The man who is qualified is sometimes retiring, and he does not care to run for office, for he knows that if he does run for office he will probably be defeated.

In fine, what we need in municipal government is men who are qualified.

Supervisor John D. Hynes, of San Francisco: This discussion is very interesting to me, Mr. Chairman. I come from the second largest municipality represented here, and it is quite of interest to me to observe the difference of opinion regarding certain phases of the city manager plan. You do not all agree, that is evident.

We have, in substance, in San Francisco, a city manager plan. We elect our mayor. We elect eighteen supervisors. And the only reason, the only necessity I could see for eighteen super-

visors, is that there is safety in numbers. It takes more influence to control ten out of eighteen than it does to control two, say, of a railroad commission. I can recall a quotation, in substance, from Coke, wherein he says:

“For forms of government let fools contest;

Whate’er is best administered is best.” Expressing it in the vernacular, it takes the men—it is not altogether the form that makes your municipality perfect.

The gentleman over here at my right expressed my thought when he said that the people should rule. I am so unalterably opposed to the commission form of government that I can hardly discuss it fairly with you, because I am prejudiced at the outset. I say the people should rule always, and the curse of most of our popular government is that its officials are not elected by a majority rule. I happen to be a supervisor, a position in our own city government like that of councilman. I think out of ninety-odd thousand votes cast the first time I ran, I received less than 37,000, and the second time, out of 103,000 votes, I got less than 39,000. I am not a majority representative—39,000 is not one-half of 103,000. And I say that if the time should ever come that, in an elective form of government, the people shall have a direct finger on the people who shall rule them and it shall be required that the man who represents them must, out of every one hundred votes cast, receive at least fifty-one, then that man will be truly representative. And then if the other forty-nine out of one hundred do not like the way things are done, they must get in and win over at least two of the other fifty-one to their way of thinking, and in the meantime they must live in that community to the best of their ability.

Under the city managership or any

appointive form of government, men have been influenced just the same as officials under an elective form of government. We have in San Francisco today a mayor with a power to appoint a police judge. One of our police judges by the name of Fitzpatrick has just been elected to the office of Superior Judge. I am sorry for our poor mayor trying to pick out his successor. We have another official who has tendered his resignation to the mayor, and that resignation has been in the mayor’s hands for months. The only reason he does not accept that and appoint somebody else is the influences that have been brought to bear upon him which make his task difficult.

Speaking of city managers, I was talking only the other day to a friend of mine who thinks that the City Manager of Alameda is the best the world ever produced—you have one good booster, Mr. Hewes. I think, gentlemen, there is a tendency today all through the United States for an appointive form of government. But it certainly occurs to me that the people should select their own representatives to make the laws for them. And this is the thought that prompted me to rise to my feet: that if the time ever comes that those people who shall be our servants, who shall be elected by us to serve at our will, can be elected by at least fifty-one out of every hundred voters instead of thirty-nine out of a hundred, or less, I believe we will then have a real majority rule, and that that will prove a satisfactory solution of many problems that now confront us in municipal government.

Mr. Watson: To my mind, there are two distinct divisions in municipal government, and I suppose the same line of demarcation will apply in any government: the legislative, the policy-de-

termining division, which decides, of course, what you shall do and decides explicitly in accordance with the will of the people; and then the other division that has to do with the doing, the executing of those policies. Now, we have in every municipal organization in the State of California, and I suspect in all others in the world, both those principles, and whether they are clearly defined or decided at any one point, or not, they nevertheless exist. We also have in every municipality in the State the two principles of the elective city official and the appointed city official. It is not a question of whether we will have them or not—we have them. It is a question of where you will draw the dividing line. In the city manager form of government, it is perhaps possible to put that line at the point of division between the manager and the council, that is, to group all of those functions that are along the line of policy determining under the head of your council and have everything of that nature done by the council, the council being the elective body; and then, when you leave that and get to the point where matters are executive or administrative, drawing the line right across there, the officials on the other side of the line are appointive. I think that is fundamentally right. I think that is the place to draw the line. Of course, you may elect your mayor, who has some power in the policy-determining body. You can stretch his powers over into the administrative side, and then he straddles the line, trying to fulfill in some degree both functions. I believe it is better to make a clear cut, a cut right at that point, and then say that everything above the line shall be the council, and everything below it will come under the manager.

So really the principle of the appoin-

tive officer doing some of the work is well established. The people cannot take the time to say who shall sweep the streets and who shall mend the fire truck; they can hardly take the time to say who shall be at the head of the fire department or who shall be at the head of the street department. They are competent to do it, if they had the time and knew all the individuals. But they simply will not take the time and you cannot follow that right up as far as you want to go.

So I say I think the logical place to draw the line is to draw it where the division actually is, and let your appointive officers head up into your city manager, who follows out the policies of your policy-determining body and have it clear-cut at that point, and if you don't make a division there, where will you?

Mayor W. E. Rutherford, of Santa Rosa: I want to ask the Supervisor of San Francisco if his idea was to elect the councilmen or supervisors, as the case may be, at large?

Supervisor Hynes: They should be elected at large, yes. Many years ago in San Francisco we had the ward system, and they found out that, in order to get anything, you had to form a combination, and certain wards were left out in the cold. From my experience, I think the tendency is to go to general representation and elect at large, because when we had the ward system, combinations had to be made to do anything, and it proves unsatisfactory in almost every respect.

Mayor Rutherford: Do you think the representative should be selected at large, also?

Supervisor Hynes: I am a great believer in the selection at large. I am not much of a fellow to believe in district representation.

Mayor Rutherford: Chosen and elected?

Supervisor Hynes: Chosen and elected at large. Let the people make their own choice, and let the people elect. I want to say that in San Francisco our mayor has two board and commission appointments. So in fact we have a commission appointive form of government, the commissioners having full power. Take the financial situation, and the board of supervisors set aside the funds, and when the funds are set aside, the various boards and commissions have absolute jurisdiction and power over them, the only check that they have being the finance committee, who might object, for instance, to their paying \$6000 for a Ford machine. But aside from that, they fix their wages, they define their duties, they do everything that they want with the money that we appropriate. Unless we sit down and say: "We won't appropriate money for you," and take that high-handed stand, we have no jurisdiction over them. We are purely a legislative body, and all of the other power is given to appointive officials, and the appointive officials are so far from the people that you could not remove them, even as you couldn't remove the mayor. So your appointive official may still hold the fort, and it is undemocratic, it is not representative of the people at all, and of course it is just going around in a circle—we are looking for some way to reach perfection, and I still say it has got to be in the men and not in the system.

Mr. Watson: I hope, Mr. Chairman, that no one here will get the idea that the manager form of government has been prevailing in San Francisco as advocated by those who advocate the city manager plan. I think the city manager plan and the plan in vogue there

are very far apart. The office of mayor is a political office, and it is contemplated that the city manager shall not be in any sense a political office.

Mr. Hynes: But are not the councilmen, who appoint the city manager, in most instances, in yours for instance, elected?

Mr. Watson: They are elected, yes.

Supervisor Hynes: Are they not political? Are they not subject to the votes of the people? And won't the very same people who support those councilmen that appoint you—won't they be subject to influences for the city manager?

Mr. Watson: On the appointment of the city manager, you have to trust, of course, to your city council to appoint the right man. But as to the administration of the affairs under the city manager, I mean to say very plainly that a man who is not elected will not be subject to the same incentive to build up a city machine, political machine, as the man who depends for his office on election by the people. For it is quite a different situation than what you have in San Francisco.

There is another point in regard to the city manager plan that I think we ought to get in mind, the matter of finances. I believe it would help out a whole lot in San Francisco, even, if they had an auditor, when your budget is made up, and it is made up somewhat in detail, and then the matter of checking up the expenditures be taken care of through the auditor's office, and not leave too much of the financing to be done by the several departments.

Supervisor Hynes: That of course does maintain. May I say to you here that the auditor of course checks those bills. For instance, the Board of Public Works comes in at the end of the fiscal year, and presents a budget for

their necessities for the coming fiscal year. In order to itemize, and in order to get the correct amount, they must itemize as to each particular matter. The finance committee figures what they think they ought to allow, and, in order to get the correct detail, they must have those individual items. But the moment that aggregate total is turned over to this department, they distribute it as they please. We have no check on them. They might come in and say to us: "We want \$70 to make a suit of clothes, and we want \$10 to get a hat," and then they might pay the whole \$80 for the suit of clothes, and we would have no check on them at all.

Mr. Watson: Why not adopt your budget along the line of the details that they present?

Supervisor Hynes: We do that, but it is only a sort of guide, we can't hold them to it at all. The only thing we can hold them to is the one-twelfth. We have tried to lock the door the best we can, but somebody steals the lock.

Mr. Johnston: I am inclined to agree with the gentleman from San Francisco, Mr. Chairman, when he states that the government of any community is no better than the officers who are elected to administer it. I am also inclined to agree that whenever the electorate shall cast fifty-one votes out of one hundred for one man, that he should be the man to fill the office. But I should like to ask this question: if he feels that the electorate will select a man for mayor with the same care for those characteristics which make for an administrator of public affairs as an elected board would exercise in the selection of a manager to administer the government?

Supervisor Hynes: I say that if the rail politicians of any community, the men who hang on the outside of the rail,

the man who comes to you and impertunes you to do certain things, usually from the standpoint of self instead of the standpoint of service—if the rail politician will keep away from the elected officials, you will have one hundred per cent administration.

Chairman Lorraine: I would like to answer Mr. Hynes the best I can upon one question that has been brought up here. It has been my experience, and I think it is generally borne out by the observations of other municipalities, that are under the city manager form, that the manager, as soon as he takes office, is known to the elector. What is the result? The result is that the people get in touch with your officer, they get in touch with your organization, and, knowing that they have one responsible man, one man who is supposed to administer, they expect results. That puts the city manager on his mettle. I maintain that he is undergoing a more severe test than the manager for a corporation, and, that being so, he knows that the results of his work will determine the tenure of his office. I think the tendency is for the man of results, as Mr. Hewes has outlined. He will want to progress as far as he can in a new profession. He intends to devote his lifetime to it. I do not believe you can correctly call the office of mayor a profession. In a profession there are ethics, and if a man slips, if he does the thing which is not right, if he engages in political and corrupt politics, he is lost. And because he is so much in the limelight, because you have a short ballot and a few commissioners, the citizens can place their finger on the trouble. If the manager form of government were a failure, were going to be a failure in this respect, I should think that with successful commissioners, you would have

removal of managers. But that is not so. We would expect it to be so, because any disgruntled citizen, or a few, would say: "We want you to go in and become a commissioner or councilman and get rid of this manager." It is not so, however. In almost every case, the council steps in, good men get acquainted with the conditions, the problems, and all kinds become intensely interested. They get a more rapid education in that way. And why? Because they have a manager who has been in touch with the problem, who presents the problems to them in order that they may at an early date be in a position to counsel with him intelligently and carry on the work and get quick action. When the people are interested, you will get a greater return at an election. You can call it a greater opportunity to become interested in common problems. From my office I could probably call out a thousand or fifteen hundred in twenty-four hours' notice, without any difficulty, and I believe other managers can do the same.

Mr. Ralph L. Criswell, Councilman of Los Angeles: I would just like to say a word on the matter of budgets, mentioned by the gentleman from San Francisco. It seems to me that San Francisco has a very loose manner of making up a budget and making departmental allowances. In Los Angeles, and I speak as a member of the Finance Committee, so I know absolutely whereof I speak, we require the estimates from the departments to be itemized down to the dollar. We have several different classifications—for instance, personal services, and the amount of money which we set aside in the budget to a department for personal services, for payment of salaries and wages, can be used for no other purpose except for personal services.

Supervisor Hynes: That maintains with us in the same way.

Mr. Criswell: The same way with supplies and materials and contractor items, equipment, etcetera—they must be itemized and in each of those divisions, money cannot be used for any other division without an application in writing to the council and the O. K. of the council—they cannot transfer money from one of those funds to another any more than they can exceed their one-twelfth allowance. We have that double check on them, and still have a little trouble with some heads of departments who want to evade those things, but we have reached a point where the relations of the head of the department and the finance committee and the council are, well, reasonably cordial—not exactly cordial, but reasonably so, and because some of the heads of departments feel that they know more about how their department should be run than the members of the finance committee. Perhaps they do, but the members of the finance committee think they know more about the financial affairs of the city than the heads of the departments do. So that, outside of matters of difference between us, we get along very well.

Mr. Hewes: Mr. Chairman, just another thought. It seems to be the idea here that the only thing good government, efficient government, is dependent upon is that men should be good, honest men. I want to dwell on that. You may have good, honest government and good, honest men, but to have efficient government, economical government, you must have men who are trained in a particular line of work. It seems that the gentleman from San Francisco feels that, in order to have good government, all we need to do is to elect good men to office. A good carpenter would build

a pretty fair house with poor tools. At the same time, we all know that with good tools we can build a better house than with poor tools, and that a very poor man could probably not build a house at all with poor tools. I feel that what we want is not good, honest men so much as we want men who are well trained to handle our administrative affairs in the city.

Mr. E. J. Garrard, Councilman, of

Richmond: Referring to the matter of education, and experts, as suggested by the gentleman from Alameda, we have recently appointed as our city manager in Richmond our city auditor for about eight or nine years, a man who has spent practically all of his life at that matter. He seems to be getting along very well indeed. He has all the heads of departments below him, practically everybody except the city attorney.

ARGUMENT PRESENTED TO THE SPECIAL LEGISLATIVE COMMITTEE

Appointed to Inquire Into the Activities of the
State Railroad Commission.

By H. A. MASON

WHY THIS ARGUMENT IS WRITTEN

At a meeting on February 2, of the Special Legislative Committee appointed to investigate the activities of the Railroad Commission of this State with a view of ascertaining the cause of a reported widespread public feeling of discontent with the results of such activities, Mr. H. A. Mason, of San Francisco, was invited to present any matter connected with the subject under consideration. In presenting the point which he desired to emphasize he took for his text (if the word "text" may be properly used in this connection) the following quotation from the decisions of the Railroad Commission, viz:

"A regulated monopoly is the settled policy of the State."

(Opinions and Orders, Vol. 12, p. 213.)

In the opinion of the committee the point to be presented was "fundamental," and while it was within the scope of the committee's investigation, viz:—to give consideration to all questions that might be raised, it was, to some extent premature, in that matters of particular grievance were first in order.

Therefore, would Mr. Mason kindly

submit his argument in the form of a brief, so that the committee could, at its leisure, give the same serious and thoughtful consideration of the subject to be presented?

This argument, therefore, is the response to an affirmed answer to the committee's request.

Questions Raised Not Fundamental.

The question based on the declared policy, viz:—"that regulated monopoly is the settled policy of the State" is only fundamental if it is to be applied as an inquiry into the relations that concern human society. Ultimately such application might be deemed advisable and even necessary and the whole question of monopoly as a social institution be made the theme of philosophic study. It is not my intention to pursue the inquiry to this extent.

Neither is the point to be considered as fundamental even if limited to a survey of the functions of the Railroad Commission. It does not concern the life or death of this institution. Its chief functions may be continued even though its declared policy of regulating monopoly be abolished. Its functions might be changed so as to regulate competition, by which I mean that it might be wise to declare it to be the settled

policy of the State to introduce and encourage competition and to so introduce it that waste, extravagance, useless duplication of investment, elimination of hazards in public utility operation might be avoided and eliminated. To be sure such a policy might destroy monopoly. But it would and should be done in an orderly manner and in proper sequence so as to prevent a violent disturbance in our social, and their subsidiary industrial and business relations.

Indeed, I can conceive of no higher or more useful exercise of State authority than this, and wisdom might decree that this authority should be vested in the body known as the Railroad Commission. Of course the nature of the results that might accrue from this change of policy would depend very much upon the human element, the degree of earnestness and enthusiasm with which the new duties were received and exercised.

Nor would it be necessary, at least at the outset, to extend the remedial agency to all monopolies or even all public utilities of a monopolistic character; nor need it affect or threaten the existence of any public utility except as to its monopolistic features—changing, as it were, its character only as a monopoly and leaving intact its competitive functions.

The Monopoly Pointed Out.

In order to gauge the extent of any remedial measure it will be necessary to classify the various utilities regulated by the Railroad Commission and determine that which possesses the most complete attribute of a monopoly. These utilities are:

- Transportation Utilities;
- Water Utilities;
- Light and Power Utilities;
- Communication Utilities;
- Warehouses.

The question to be first determined is:—which of these utilities are less subject to competition, actual or potential, and hence require the greatest degree of public regulation? (It may be assumed without argument that those most subject to competition require the application of the least regulation.)

Transportation utilities are subject to direct competition between themselves, to-wit: Railway carriers are subject to competition by water carriers and motor vehicle carriers. Locally this competition, in many instances, is quite strenuous. Express companies are in competition with the U. S. Government. It will therefore not be necessary to consider the introduction of further competition at this time.

Water utilities, we find are subject to potential competition. They are usually local concerns, and local communities, municipalities, and water districts may either take them over or construct competing works. No further competition need be considered at present.

The same condition exists as to gas utilities.

The telephone and telegraph are quite monopolistic in character, but much of this business is inter-State and they are really national monopolies with which the State cannot effectually deal.

Warehouses possess few monopolistic features.

This leaves for consideration the electric light and power utilities and examination will disclose the fact that they possess the attributes of complete monopolies more than any other of the utilities with which the State has to deal.

Potential competition exists only in respect to their distribution systems and the right of municipalities or local districts to construct competing works, while it is granted to them by law, is practically denied them by reason of their inability to finance the large works required for the installation of hydro-electric generating works. That is, it is impossible to do this except in the case of two or three of our largest cities,—Los Angeles, San Francisco and possibly Oakland.

(Note—Los Angeles has constructed its own works and thereby has produced a unique economic situation which will be referred to hereafter.)

In this we can locate the particular utility which should be de-monopolized if possible. That is to say, it is the light and power monopoly.

Complaints Classified and Monopoly Located.

Another method of identifying a monopoly—particularly one which is objectionable—is by classification of the complaints that have been made to this committee. I would ask you to do this if deemed necessary. But I think it may be safely said that the bulk of the complaints that have come to you relate to the service of light and power. This of itself may be taken as evidence of the fact that the more complete is the monopoly (greater absence of competition) the greater will be the number of complaints registered by the public. And it is natural that this should be so, for in the absence of competition there is no extraneous pressure to require efficient service. There is no incentive to please patrons or to extend courtesies, to adjust differences, to rebate overcharges and establish co-operative relations with the public. This is not to be taken as saying that those operating public monopolies are without courtesy or do not try to render efficient service; it is merely stating that competition compels this exercise of these qualities, otherwise patrons will trade elsewhere.

Trade with a monopoly is compulsory. Public monopolies frequently advertise extensively that high-class service is their only aim, but this is not evidence of the fact, and does not supply an incentive to efficiency as potent as a little competition.

No doubt but that a large majority of the grievances brought to the attention of your committee are of a trifling nature and may not be considered serious. They are mere bubbles on the surface, but are indicative of the ferment that is occurring beneath.

Therefore, remedial measures should be applied to the producing cause, and this cause is the existence of monopoly.

Monopoly Is Growing.

More than fifty per cent of the electric energy in this State is furnished by two companies and more than 85 per cent is furnished by six companies. And the number of companies engaged in this service is constantly decreasing. Two have disappeared within the past

year and their plants taken over by a larger concern.

The very size of this monopoly renders effective regulating extremely difficult. Its operations are so complex, its organization so complicated that it requires a large staff of experts to be always on the job checking its operations, its expenditures and the multitude of connected details. And suggestions are made that this staff should be enlarged! Where is the process of regulation to end? Pending rate cases it is said will require a year from commencement before final determination can be had. It will take several years to hear the cases of all the companies and probably by that time they will have to be commenced over again due to changed conditions. The Commission will probably be required to devote more time and incur more expense in regulating a single monopoly than is required to regulate all of those wherein competition serves as a regulating factor.

It would therefore be an aid to the Commission, and save cost to the State (at a time when economy is needed) if by an act of legislation the monopoly features of this public utility (light and power) can be eliminated and permit the factor of competition to enter.

What Is the Monopoly Feature To Be Taken?

Electric power passes through three phases before it reaches the consumer, i.e., its generation, its transmission, and its distribution.

At the distribution end there is already potential competition by municipalities. At the generating end there is competition—that is, there is no monopoly and cannot be as long as there are available power sites, and as only one-tenth of the power possibilities of the State have been utilized it will be a long time before all the sites are monopolized. The monopoly therefore occurs in the transmission. It is that intangible thing called a right-of-way that gives birth to monopoly. It is an easement used for a public purpose but from the use of which the public is excluded. Its right to use this right-of-way is dependent upon an act of the

Railroad Commission called certificate of public convenience. This is equivalent to a franchise, but it is not an exclusive one—others may be granted—whether once being granted it can be taken away is not necessary to discuss.

Taking away a monopoly feature must not be confused with “taking over” property. That is quite a different matter. The monopoly feature may be taken away by providing for potential competition.

Danger Impending.

The light and power monopoly may be said to be fairly well entrenched in this State and herein lies a grave danger to the people of the State and the industries necessary to be maintained. It has been proclaimed throughout the length and breadth of the State that there is an urgent demand for the development of hydro-electric energy; that immense sums are required for immediate expenditure to meet the demands for electrical energy caused by a rapidly enlarging field for its use, and also due to increasing population and industry. That money must be obtained and that to obtain it, investments must be made attractive; that for investments to be made attractive future income must be assured (which means guaranteed) and rates established now that will yield sufficient income to provide for future necessities.

Here we observe a menace to the entire theory upon which rate-fixing is based. The idea that income should be provided sufficient only to yield a fair return upon the property used and useful in producing the service required under the present conception, must be thrown to the discard. Of what use will it be to go to the trouble and expense of determining a valuation if rates are not to be fixed thereon? All that will be necessary is to determine future needs (and the utility alone has information adequate to determine that) and rates fixed accordingly. This is called the “stabilizing of investment,” and means the stability of past investments as well as those of the future—legalizing it might be said, all the extravagances, wastefulness, duplications, and obsolescence of the past generation.

That pressure is being exerted to influence the Railroad Commission in its decisions is evidenced by the following quotation from a circular issued by the Bureau of Economics, a bureau of research for the study of California's public service industries (and probably financed by them). The circular is marked “Information Bulletin issued for the benefit of member banks and financial houses only,” and is dated Feb. 10, 1921:

The paragraph to which attention is invited reads:

“We are, therefore, suggesting that your various bank letters and statements to your depositors and clients point out that hydro-electric securities are the basis of State development. It should also be pointed out that rates for hydro-electric power should be adequate to return interest upon the money so invested, in order that these securities may be made attractive to our own people for the investment of their own personal savings.”

Comment on the foregoing is scarcely necessary, yet this inquiry may be pertinent:

If it be wise public policy to fix rates adequate to return interest on future investments, why is secrecy so essential in “putting it over”?

Thus it may be seen that the commission is being placed in a position where it may be the victim of a “hold-up”—a position that certainly must be embarrassing to say the least. For the monopoly has only to say:

“We must have rates so and so; otherwise we will be unable to obtain funds to meet the demands made upon us for electrical energy. This in turn will limit production, prevent the establishment of new and essential industries and retard the progress and development of the State.”

Such a statement carries with it an implied threat, diplomatically and politely expressed to be sure, but none the less present.

If reports are true, even the disguise of politeness has been cast aside by a public utility in a neighboring State which has served an ultimatum on the

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STREET LIGHTING EXPERT

State Commission that unless rates are increased, all future construction work will cease and the threat has been emphasized by a declared intention to remove its entire construction outfit out of the State, and possibly the intention may even now have been executed.

This is a strike of a public utility against the State and shows the fruition of the policy of creating a regulated monopoly.

Our own commission saw this danger impending years ago when it declared in effect that the settled policy of the State in regard to a regulated monopoly might be a mistaken policy in the event of companies being unable or unwilling to make extensions or supply service. (Opinions and Orders Vol. 12, page 213; also page 576.)

It would appear that the contingency forecasted by the commission had now arrived. The monopoly so long nourished finds itself no longer able to make extensions (on its generating end) unless rates are boosted.

It would seem, therefore, that the time had arrived for a change of the "settled policy of the State" in sustaining monopoly by inducing some form of regulated competition and so induced that it will eliminate a wasteful duplication of facilities and investment.

Another Danger Requiring Immediate Attention.

A very portentous economic situation has been recently developed in this State in which the policy of regulated monopoly has been a contributing factor though directly produced by the intru-

sion of actual competition.

In speaking of the monopoly of light and power as being Statewide, exception should be made of the area covered by the City of Los Angeles.

This city has recently installed hydro-electric works capable of generating approximately 60,000 horsepower of electric energy which it distributes to the inhabitants of the city and industries therein located. And this energy is being supplied to consumers at a cost far below that charged by the utility corporations. To quote from a recent address of E. F. Scattergood, Chief Engineer of the Los Angeles Electrical Department (published in Pacific Municipalities, November, 1920, page 429):

"Question—How much lower rates do you give than the private corporations?

"MR. SCATTERGOOD: Our rate at the present time is based on 5.6 cents per kilowatt hour for light and 4.5 cents per kilowatt hour for power. I think that is something like thirty or thirty-five per cent lower than the rates of the private companies.

"Question: Can you conceive of any condition of service wherein you would be justified in delivering energy at cost?

"MR. SCATTERGOOD: The city would be perfectly justified in delivering energy at less than cost for the purpose of developing a community manufacturing, or whatever element the community might need most to build it up and round it out. But that would be a matter of public policy. I

mentioned the fact that the City of Los Angeles is not doing that. It may do it some time in the future, perhaps."

The economic situation thus produced is this:

Industries located within the zone of this city are favored with a differential in the cost of power of approximately 35 per cent as against industries located outside of that zone.

Think, therefore, of the effect of this upon the remaining portions of the State. Existing industries located within the preferential zone may successfully compete with similar industries elsewhere located to their serious disadvantage. New industries requiring power for their operation will locate in the zone of lowest cost. This conduces centralized industry. Existing industries located, say, at Sacramento, Fresno, or other points will find it economical to remove to Los Angeles.

The city authorities anticipate this result as they are proceeding to install new works and have in reserve 100,000 additional horsepower, and applications pending for sites that will provide for future needs.

The situation will be accentuated when San Francisco brings in 60,000 horsepower from its Hetch Hetchy development which will be in about two years.

This situation is not called to your attention for the purpose of suggesting a curbing of the city's aims; on the contrary it is a policy that might well be extended as it tends to stimulate the industrial development of the State and the zeal and foresight of its promoters should be commended and encouraged.

The situation serves to point out the direction which the rest of the State should take, and to suggest the remedial measures that should be adopted to secure truly beneficent results.

Palliatives or measures of temporary expediency should have no place in a program which conditions necessitate should contain germs of permanency.

Remedy Suggested.

We would commend to your committee a study of what is known as the Ontario system of power development with

a view of adapting its principal features so far as they may be applicable to meet California conditions. The features of the Ontario act and the results of its operation are set forth in an appendix to this argument.

It may not be found advisable here, as there, to provide for the entire elimination of private initiative. It might be wise to encourage the development of hydro-electric power by private capital and as to this I express no opinion. Private capital from any and every source might be invited to invest in that which the State greatly needs at present. Private initiative has its functions and in the present emergency endeavor should be made to utilize it. This could be done by means of a licensing system and for that purpose a study of the recently enacted Federal Power Act should be made.

I have information that leads me to believe that at the present moment private capital, aside from that controlled by the utility companies, is ready to invest in such enterprises. A typical instance can be supplied. A public utility district was recently formed in Northern California for the purpose of making use of a nearby source of power and necessary applications for water rights were made. A study of conditions, however, revealed that the project was too large for the district to finance. Private capital when applied to signified its willingness to do this, but pointed out an insurmountable obstacle. It would not be likely that it would be permitted to enter a competitive field as it would require a duplication of investment; moreover, that in the event of having surplus power, which was probable, its only disposition would be its sale to the only company available as a purchaser and sale to it would be at its figures. Similar instances may exist and I am informed do exist in connection with some projects of irrigation districts.

Such prospective developments should be encouraged. And such projects must not be exposed to the objection that they entail useless duplication of investment; it is merely multiplication of investment and this is desirable as being promotion of industrial development.

The duplication to be discouraged lies in the transmission and distribution fields. By properly designing these unnecessary duplication could be avoided. Public ownership, therefore, might at present only contemplate the acquisition of transmission lines, with power on the part of the public body in control to purchase energy at one end and sell it at the other at such increase of price as would cover the cost of transmission and such reimbursement of investment as might be essential.

Neither will it be found necessary to take over existing property. The law of eminent domain need not be invoked. At the same time power should exist to purchase such property as might be tendered for sale.

Moreover, it probably will not be found necessary to confiscate private property or unnecessarily jeopardize existing investments. The State needs all the hydro-electric energy that can be developed by combined agencies, State, local and private means should be found to co-ordinate these agencies.

To answer the first question that may be asked it may be said that a State appropriation is unnecessary. The suggested plan merely involves the mobilizing the credit of the State's political subdivisions. They also will provide the necessary funds for current expenses, which need not be large.

But in this respect there is no compulsion. Whatever financial burden is imposed is voluntary.

Indeed, in the whole scheme, co-operation is the keynote and the impulse making for its successful operation. Co-operation between cities and rural communities is provided by classifying them all as municipalities. Provision is to be made for the organization of rural syndicates as exists in the Ontario Act. This is to be provided by establishing an identity of interest, co-operation by irrigationists, reclamationists and other industrial interests. It may even facilitate the working out of the so-called Marshal Plan—at least it should contain nothing inimical to the working out of that plan. A skeleton act has been introduced for that purpose (Senate Bill No. 397).

Some of the details remain to be

suggested and discussed. For instance, such as relate to the composition of the agency selected to exercise the powers sought to be conferred. Should it be the Railroad Commission or a subsidiary body, or a co-ordinated body or one wholly independent?

Most of the remaining details will be found to exist in the Ontario Act and in the Federal Power Act.

Thanking you for your high esteem and distinguished regard and commending to your careful consideration the suggestions herein contained, permit me to be

Your obedient servant,

H. A. MASON.

THE ONTARIO POWER COMMISSION ACT

Upon analysis this act will be found to provide for a co-ordinated and co-operative association of municipalities, police villages, rural townships and rural syndicates (groups of farmers) by which in the name of the province, electrical energy may be generated and transmitted and through the agency of the local political units distributed to individual consumers.

Stripped of its verbiage the act is quite simple.

A commission of three is appointed by the Lieutenant Governor and the appointment of a comptroller is provided for.

A portion of the salary of the chairman and of the comptroller is paid by the province. All other expenses are paid by the municipalities that are associated (the term "municipalities" include the villages and rural districts).

The commission is authorized to acquire by purchase or "taking" (condemnation) all property necessary and to construct and operate works for the generation and transmission of electrical energy.

Municipalities are authorized to contract with the commission for a supply of electric power. An estimate of the amount of power required is made and an "interim" rate therefor is fixed.

This contract must be approved by a vote of the municipality before it is valid.

The "interim" rates are subject to annual adjustment. If the cost of power has been more than the rate fixed, an additional charge is made to the municipalities. If less, the excess is rebated or credited on next year's payments. Thus the service is at actual cost.

Included in this cost are the expenses of the commission, interest charges on any debt incurred for construction purposes, contributions to sinking funds for the payment of the debt, costs of operation, maintenance and depreciation.

The commission is authorized to issue debentures and borrow money thereon, and

while it provides in the act that the province itself may be liable for the debt, the basis of credit is the contracts made by the municipalities, and the provisions of the act that require them to pay the necessary sums for interest and redemption. In the case of rural townships the voters agree to levy a tax to meet their contract payments if necessary.

All debentures are payable in thirty years, but in certain cases the commission may relieve a municipality from sinking fund contributions for the first five years.

The commission is required to advise municipalities when requested and to make plans and estimates for local distribution systems and may also construct the same, for all of which the interested municipality pays the cost.

Annual reports and audits are required and the commission prescribes the method of accounting of the municipalities in respect to this utility.

The commission employs all necessary subordinates and fixes their compensation.

A large portion of the act sets forth the powers of municipalities and method of their exercise, which is hardly necessary to recite, as in this State similar provisions either exist or are not essential to meet our local requirements.

The act has a second part that deals with the supplying of power to certain private users, such as railways.

The present act was passed in 1914, though it would appear that there was a previous act adopted about 1910, as it is of record that the commission commenced to supply power in 1912.

The act was supplemented in 1915, which last act extends similar powers to the construction and operation of electric railways.

WHAT HAS BEEN ACCOMPLISHED

In 1912, sufficient power was provided to supply twenty-eight municipalities. Whether this power was generated or purchased does not appear from present sources of information.

At the present time the commission supplies over 200 municipalities and rural communities and generates more than a million horsepower of electrical energy.

It has become the largest public utility of its kind in the world.

It has eleven generating systems, most of which are tied together and may exchange power.

But each generating system is operated as a unit and the municipalities are formed into groups and are attached to their most convenient generating unit.

Each group supports its own unit—that is, the cost of each operating unit is pro rated among the municipalities composing the connected group. The costs of construction are pro-rated, but the precise method of pro-rating does not appear in the last annual report. It may be implied, however, that each municipality bears whatever portion of the initial cost that was necessi-

tated by its location and distance from the source of power.

The commission was hampered in the carrying out of its program by war conditions and demands for power required for the manufacture of munitions. The sudden stoppage of this manufacture, temporarily unbalanced the systems and caused some slight losses, which, however, have now been fully recovered.

Rates to consumers have shown a steady decline since 1912, and are so surprisingly low as to cause comment. And the decline of rates took place even during and since the war period. Here are some of the figures showing the cost of electricity in some of the Ontario cities:

City of London—Population.....	59,100
Rate for Domestic Light	
Rate per k. w. h. in 1912.....	\$.09/25
“ “ “ “ 1913.....	.045
“ “ “ “ 1914.....	.048
“ “ “ “ 1915.....	.033
“ “ “ “ 1916.....	.029
“ “ “ “ 1917.....	.026
“ “ “ “ 1918.....	.025
“ “ “ “ 1919.....	.024
Aver. monthly bill per consumer, 1919.....	\$0.86
Rate for commercial light in 1912.....	9c/25
“ “ “ “ 1919.....	.019
“ power per h. p. 1919.....	20.56

City of Ottawa—Population.....	107,000
Rate per k. w. h. (domestic light)	
1912 \$	.07/8
“ “ “ “ 1914	.05
“ “ “ “ 1915	.038
“ “ “ “ 1916	.034
“ “ “ “ 1917	.034
“ “ “ “ 1918	.023
“ “ “ “ 1919	.02
Average monthly bill per consumer, 1919	0.93
Rate for commercial light.....	1919 .016
Rate for power per h. p.....	1919 14.37

City of Toronto—Population.....	500,000
Rate domestic light, per k. w. h., 1912 \$	
“ “ “ “ 1913	.12/25
“ “ “ “ 1914	.045
“ “ “ “ 1915	.039
“ “ “ “ 1916	.031
“ “ “ “ 1917	.027
“ “ “ “ 1918	.025
“ “ “ “ 1919	.025
Aver. monthly bill per consumer, 1919	.91
Rate for commercial light, k. w. h., 1919	.022
Rate for power, per h. p.....	1919 21.93

City of St. Thomas—Population.....	18,000
Rate domestic light, per k. w. h., 1912 \$	
“ “ “ “ 1913	.11
“ “ “ “ 1914	.059
“ “ “ “ 1915	.048
“ “ “ “ 1916	.036
“ “ “ “ 1917	.032
“ “ “ “ 1918	.03
“ “ “ “ 1919	.029
Aver. monthly bill per consumer, 1919	.81
Rate for commercial light, k. w. h., 1919	.019
Rate for power, per h. p.....	1919 19.62

The concluding words of the 1919 annual report of the commission are:

“The commission submits its report with a feeling of satisfaction, knowing full well that its activities have been subjected to an inquiry of the most searching nature, the result of which is a vindication of the policy of public ownership and operation of electrical utilities, and of the commission's methods of management and operation.”

BUSINESS LICENSES

By R. N. WOLFE,
City Attorney of Pittsburg.

I. As Related to Police Powers

What we are interested in at this time, if I mistake not, is the question of business licenses primarily for revenue. But the whole matter of business licenses is irrevocably connected and interwoven with the subject of police powers. The books place business licenses under the head of police powers, and both text writers and decisions seem to have confused licenses for regulation with licenses for revenue.

It seems unfortunate that the word "licenses" is used to describe taxes on business and occupations not falling within the scope of regulation. This word implies the conferring of a privilege which the licensee would not otherwise have. The word is very properly used with reference to occupations dangerous to health and safety, but seems unsuited to useful and harmless occupations which a man is privileged to engage in as a matter of common right.

At Common Law no license fee could be charged except a fee sufficient to defray the expense of regulation. In practice the courts never undertook to estimate the expense of regulation minutely, and licenses for regulation have in fact become licenses for revenue as well. At the same time, regulation has vastly extended. To illustrate this fact I quote a sentence from Ruling Case Law, Volume 19, Page 960:

19 Ruling Case Law, p. 960.

"Among the occupations which have been held to affect the public interests so far that a municipal corporation may lawfully require a license as a condition of engaging therein are auction-

eering, automobile selling, banking, dealing in junk and old metals, dealing in meat and vegetables, dentistry, doing business as a private detective, drain laying, driving a dray for hire, driving vehicles, electric wiring, garbage collecting, keeping a billiard room, a bake shop, or a pawnbroker's shop, keeping dogs, maintaining a lumber yard, milk selling, money lending, peddling, plumbing, keeping public dance-halls, rag picking, saloon keeping, selling cigarettes, selling farm produce on commission, selling merchandise, steam-engineering, and telegraph companies."

It is apparent that the source of licenses for revenue lies largely within the field of regulation. Still, licenses for revenue only are now distinctly recognized and well established. But a large portion of our licenses are now for *both revenue and regulation*.

II. California Law.

California law has suffered from uncertainty in several particulars: The delegation of licensing powers to municipalities; the power to exact revenue in the case of regulation licenses, and the power to impose license taxes on occupations outside the scope of regulation. Section 3366 of the Political Code, enacted in 1901, contributed to the confusion by restricting the licensing power to the purposes of regulation. This section was so construed twice in 1902—in *Sonora vs. Curtin*, 137 Cal. 583, and *Santa Monica vs. Guidinger*, at page 658 of the same volume. And so, for a time, licenses for revenue only were "taboo." In 1915 Section 3366 Political Code was so amended as to re-

store the power to license for revenue. At the present time the Municipal Corporations Act seems to have full sway. This Act gives cities the power "To license for the purpose of revenue and regulation, all and every kind of business authorized by law and transacted and carried on" within the city. At present there seems to be no doubt that California cities incorporated under the general laws have the power to license for both regulation and revenue. Other cities have like powers conferred by their charters.

The word "business" has received a broad construction. Take for instance the case of *In re Diehl*, 8 Cal. App. This was a case in which a horseshoer was arrested for carrying on business without a license in violation of the charter of the city of Napa. On page 54 the court uses this language: "The charter provision no doubt employs the word 'business' in its broadest signification, and the term as so used was, in our judgment, intended to include, with a few possible exceptions, all manner of occupations or means by which persons earn a livelihood." I believe that this language pretty fairly represents the attitude of the courts in construing the word "business." It seems that we can go about as far as we like in imposing licenses on business and occupations of all kinds.

III. Enforcement.

Cities are given the power to collect licenses "by suit or otherwise" and the "otherwise" is the more important, i.e., by prosecution for doing business without a license. Both means of collection have been upheld, not only in the case of licenses for regulation, but also in the case of licenses for revenue only. A good example of upholding the power to prosecute for refusal to pay a license for revenue is the *Diehl* case already

mentioned. The business in question there was horseshoeing, and the right to prosecute for refusal to pay the license was upheld, notwithstanding the fact that this business was regarded by the court as not subject to regulation. A proceeding of this kind is not, theoretically, a proceeding to enforce payment of the tax, but the possibility of arrest ordinarily results in payment.

A question which has caused difficulty in some jurisdictions is the power to revoke a license or to refuse to grant a license. In so far as this question relates to licenses for regulation, the law seems pretty well settled. So long as we remain within the scope of police regulation, a board of trustees has undoubted discretion in granting licenses, and may require proper conditions and refuse a license in cases where the conditions are not met. And just as a board may refuse a license, it may, so long as it acts in reason, revoke a license prior to its termination. The power to refuse seems to carry with it the power to revoke.

With reference to licenses for revenue only, the law is not so clear. In this connection we may well ask: Can the city refuse to issue a license for revenue only? A negative answer may be fairly implied from dicta contained in the *Curtin* case already mentioned. I know of no case deciding the precise question, but I am unable to see any ground upon which a city can refuse to issue a license for revenue when the applicant offers to pay the fee. Such an applicant can no doubt force the issue of the license by mandamus. But suppose such an applicant, instead of resorting to mandamus, simply continues in business without a license! Could the city prevail in a criminal action against him for doing business without a license in violation of the ordinance?

Or, suppose the licensee continues in business after his license has been revoked? Could we then successfully prosecute the licensee for doing business without a license in violation of the ordinance?

IV. Policy and Administration

It is my opinion that cities need not be seriously embarrassed at the present time by questions of law regarding the power to employ licenses either for revenue or regulation. The most important matters to be considered at this time seem rather to be matters of policy and administration.

Business licenses for both revenue and regulation are pretty generally established in California. For the purpose of this discussion, the soundness of license taxes, as a revenue measure, is taken for granted.

Our cities are now faced with the necessity of raising additional revenue to replace the revenue lost by the abolition of the saloon business; and the more practical question for discussion at this time seems to be this: How far should we broaden our system of licenses for revenue, and to what extent should we raise these licenses? This question has been considered to some extent with reference particularly to mercantile business establishments. It has been suggested that licenses on these establishments be largely raised. The theory seems to be that the money heretofore spent in saloons is now largely spent in other mercantile establishments, and that the latter are in a good position to make up the shortage in revenue. The question of how high we should make our licenses on merchants is, I suppose, a question on which all of us desire light. I hope to hear a thorough discussion on this point.

In this connection another question

has been raised: Should soft drink saloons be required to pay higher licenses than other kinds of business? It seems to be conceded that it is common practice for these soft drink saloons to abuse their privileges by selling intoxicants, thus depriving other merchants of the increased revenues supposed to come to them by reason of prohibition. It has therefore been urged that we impose especially high licenses on soft drink saloons. This question, I think, is worthy of thoughtful consideration.

Coming back to the matter of merchants in general, should the license tax be graduated? I suppose that the advisability of graduating merchants' taxes is generally conceded. Should the tax be based on inventory, investment, net income or sales? I am inclined to think that the basis must be gross sales. Another question is how best to determine the amount of gross sales. The city of Venice requires the merchant to present a sworn statement showing the amount of sales during the license period next preceding. It seems to me that this is the proper way of determining the amount of receipts.

Another question is this: Should licenses be collected annually or at other stated intervals? The ordinances, so far as I am informed, usually impose an annual or quarterly tax. In practice the license fees are not always collected at stated intervals. Frequently, the marshal collects at his convenience, and without much reference to when the license period expires. Furthermore, business establishments are being opened at different portions of the year. Would it be policy in such cases to exact from the newcomer only a pro rata so that all the licenses would expire at one time?

Another question: Should business men be required to come to the office

of the marshal and pay their license taxes or should the marshal go around to each one and collect?

So far, I have been speaking of graduated licenses with reference to merchants only. Is it advisable to impose graduated license taxes upon persons or institutions other than merchants? Take for instance, hotels, restaurants, garages, laundries, insurance agents, doctors, dentists and lawyers. I should think a graduated tax feasible with regard to restaurants at least. With regard to doctors, lawyers and dentists, I know of no case where a graduated license tax has been imposed. And in small towns especially, I doubt whether it is wise to attempt a graduated system based on sales, except in the case of merchants and perhaps a few others such as restaurants. Of course, sales are not the only basis of graduation. In

the case of hotels, we may take the number of rooms, in barber shops the number of chairs, etc.

This question also has been raised: Can a city impose a license tax on public service corporations?

With reference to telephone companies, electric light companies and express companies such license taxes have been sustained. Can we impose such licenses on railroads? I should like to hear from others on this point.

It will be observed that I have made no attempt to give a final answer to my own questions. What I have endeavored to do is rather to introduce pertinent questions for general discussion. You are now invited to participate in the discussion of the questions I have raised, or to bring up any additional questions. Let us have a full and free discussion.

SANTA MONICA

Santa Monica, one of the oldest cities on the Pacific Coast, had in 1880, a population of 417 people, and while, for several years previous to this time, it had been a very active little village, and one of the unloading points for boats from San Francisco, it was not until six years later, in November of 1886, that the city was incorporated. The population in 1910 was 7,847 and at the last Government census in 1920, it was 15,280. During the past few months, however, it has grown very rapidly, and at the present time, it is estimated that there is now a population of 19,000 people.

During the early days, it was one of the most notable resort sections of the West, many famous people having built their homes here, among them being such men as the late Senator John P.

Jones, whose home has been sold and entirely remodeled, and is now known as the Miramar Hotel, which is being conducted in a high class and exclusive manner.

In a period immediately preceding the location of the large harbor at San Pedro, Santa Monica became quite famous from the fact that it was selected as the only opposing seaport town, and it was only after the most bitter fight and political intervention that San Pedro instead of Santa Monica became the center of southern California shipping activities.

Since that time, however, it has turned from a commercial basis to one of the finest resident and amusement sections of the entire Pacific Coast, the City of Los Angeles being so close that it can be reached either by automobile

or electric cars in forty-five minutes, and that these facts are being realized by people very rapidly is shown by the enormous building growth that has developed here in the past twelve months.

In 1907 the City of Santa Monica procured a special charter and in 1914 adopted the commission form of government. The City Hall, a cut of which appears on the front page of this issue, is situated on Fourth Street and Santa Monica Boulevard in the center of the north side business district, and all of the administrative offices are located within this building. The division of such offices under the charter being Public Safety Department, now under the control of Commissioner S. L. Berkeley, who is also ex-officio Mayor, comprising the Police, Fire and Health Departments. These offices are situated on the ground floor of the building, immediately to the left of the main entrance. The Public Works Department under the control of Commissioner William H. Carter, comprises the Street, Water, Light and Cemetery Departments; these offices being situated on the ground floor and covering the entire rear portion of the building. The Department of Finance, under the control of Frank J. Townsend, which is comprised of the Treasurer, Clerk, Assessor and Tax and License Collector, these offices being arranged in one large room on the second floor of the building. The City Attorney's office and the Police Judge and Court Room with the Council Chamber are all arranged in convenient parts of the building, and the commission form of government with offices arranged as above, has proven a very satisfactory and business-like administration. The three members of the Commission meet in accordance with the charter at ten o'clock on each day with the exception of Saturdays, at a City Council, for

the purpose of discussing and deciding matters of general interest. The Commissioners are required to devote their entire time to the business of the city and are therefore the active heads of their respective departments, which eliminates the necessity of hiring high-salaried deputies.

The southern portion of this city is known as Ocean Park, one of the most well-known amusement sections of southern California, and the miles of broad cement walks along the ocean front center in a large plaza, out of which will open the new municipal auditorium and also form an entrance to the famous Pickering Pleasure Pier, upon which can be enjoyed all of the amusement features that go toward making a high class resort city. The citizens of Santa Monica, a few years ago, voted a special fifteen-cent entertainment tax, which levies fifteen cents on each one hundred dollars worth of assessed valuation, and which is principally used to maintain a band for the entertainment of residents and visitors, and at the present time, Tommasino's Royal Italian Band is under contract to furnish daily concerts, which attracts, especially during the summer season, thousands of automobile parties from nearby cities.

Upon the bluffs in the northern portion of the town, the city is laying out and maintaining miles of beautiful parks, and again to the north, winding roads will take you through the famous Santa Monica and Topango canyons and to the entrance of the Malibu ranch. In a very short time, the Coast Highway will be built from Ventura south, along the edge of the Pacific Ocean, and will continue southward through the center of Santa Monica, connecting an unfinished link in the Coast Highway.

Several years ago the city voted bonds for the purpose of building a municipal pier and after considerable discussion, it was decided to construct this with concrete. This was one of the first piers to be built of this material, and although a very beautiful structure, it was found in 1919 that the reinforcing rods in the center of the concrete piling were corroding very rapidly, causing the cement work to break from the center outward, and on the advice of the Commissioner of Public Works and engineers, the pier was closed and after a thorough examination it was found the salt water was being absorbed by the concrete until it reached the reinforcements. The citizens, realiz-

ing the value of this pier to the community, voted bonds for the reconstruction and repair of the same, which work has just been completed under the direction of the Public Works Department at a great saving to the city over the contract plan; creosoted piling, however, being used throughout instead of concrete as formerly. The pier is now being thrown open to the public and hundreds of fishermen daily enjoy the fishing privileges, which are second to none in this section.

The City of Santa Monica is making every effort to make the 1921 Convention of the California League of Municipalities one that will be instructive and entertaining.

HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary, California State Board of Health

Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles

Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.

Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

CALIFORNIANS PROMINENT IN PROMOTING THE PUBLIC HEALTH

WALTER M. DICKIE, M. D.

Dr. Dickie is a graduate of the University of California and of the University of California Medical School. He lived in San Francisco and Berkeley for many years, but for several years preceding his appointment as secretary of the State Board of Health, he was a resident of Los Angeles, where he was engaged in public health work. He was director of the Bureau of Social Hygiene of the California State Board of Health for several years before receiving his appointment as secretary of the Board in August, 1920.

Note.—A short biographical sketch of a well-known public health worker will appear in this department each month.



Walter M. Dickie, M. D., Secretary of the California State Board of Health and President of the Health Officers' Section of the League of California Municipalities.

THE WHOLE TIME HEALTH DEPARTMENT

Among the bills introduced in the legislature is one which provides the machinery for establishing and financing whole time health departments. It was introduced by Senator Herbert C. Jones, of Santa Clara County, and reads as follows:

SENATE BILL, No. 207.

An act providing for the establishment of a whole time health department in those counties of the State wherein a whole time health department does not exist; defining a whole time health department; to enable the State board of health to contract with any person or corporation and such county for the establishment, support and maintenance of such whole time health department.

The people of the State of California do enact as follows:

Section 1. A whole time health department is hereby defined to be a health department consisting of one health officer, one clerk, one or more public

health nurses and one or more sanitary inspectors.

Section 2. The State board of health may from time to time, whenever in the opinion of the members thereof it is to the best interest of the health of the people of the State to do so, enter into a contract with any person or corporation, public or private, and any city and county, county, city or town, wherein no whole time health department exists at that time, providing for the establishment of a whole time health department

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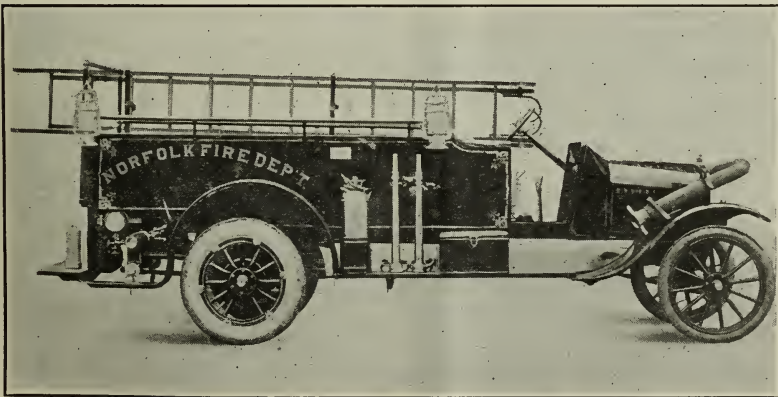
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and for the support and maintenance thereof in such amount of money and for such time as the State board of health may determine.

The passage of this bill, together with the passage of S. B. 208, which calls for an appropriation of \$50,000 for whole time health departments, would enable such counties, as may desire, to extend their work through the establishment of such whole-time health departments and to secure financial assistance from the State and other sources. Among other benefits that would derive through the passage of these bills are the following:

1. It would permit such communities, as desire, to avail themselves of financial assistance in the establishment of adequate health organization.

2. It would provide the health officer with adequate assistance, namely, a clerk, a public health nurse, and a sanitary inspector.

3. It would provide adequate compensation for the above personnel.

4. It would popularize health work by providing a service that the people not only need, but want to have.

5. It would provide more effective control of the communicable diseases.

6. It would establish through the public health nurse closer supervision over quarantine cases.

7. It would establish closer relations and co-operation with the school authorities.

8. It would place the health department in closer touch with the medical and nursing profession.

9. It would enable the health department to exercise supervision over the troublesome congested districts just outside of the limits of incorporated cities.

10. It would provide for the supervision of rural milk supplies.

11. It would, through the sanitary inspector, provide a way to improve the general sanitation of the county, to conduct clean-up campaigns, supervise food producing establishments, etc.

12. It would provide machinery for the abatement of nuisances, one of the most troublesome and difficult conditions that health officers have to deal with at the present time.

13. It would provide machinery for locating dangerous rural water supplies

and for the correction of such supplies.

14. It would enable the county to discover and correct unsatisfactory methods of waste disposal.

A LESSON FROM OHIO

Nearly 800 cases of typhoid fever recently occurred in Salem, Ohio. The outbreak was due to the contamination of the public water supply through a broken tile pipe, which was laid before there was State regulation of water-works systems. In putting down this tile pipe, instead of iron pipe, the city made a saving of \$1500, but the epidemic cost no less than \$500,000. This loss represents four times what the city collects in taxes for all purposes in a year. This is the cold economic loss. In addition there must be considered the suffering and grief caused by the many cases of illness and death.

If the city water supply had been examined regularly by a competent bacteriologist this contamination would have been discovered in time to correct the faulty conditions before the appearance of the outbreak. Fortunately for us in California, the State Board of Health makes regular monthly bacteriological examinations of the water supplies of such cities as may desire this service, and at no cost to the municipality. A regular check on the purity of the city water supply is good insurance and good business.

RABIES IN STANISLAUS

Since the first of this year ten cases in animals have occurred, and during the past few days eight persons have been bitten by rabid animals. All of these persons are receiving Pasteur treatment.

The County Health Officer, Dr. J. L. Hennemuth, the County Veterinarian, Dr. W. F. Haney, and the Sanitary Inspector of the State Board of Health, Mr. E. T. Ross, brought the matter of rabies control to the attention of the board of supervisors, with the result that an ordinance requiring the muzzling of dogs was adopted. Four motor police were detailed to the enforcement of the ordinance. Similar measures are in course of adoption by the incorporated cities of Modesto, Turlock, Patterson, Oakdale, and Ceres.

TITLES OF NEW ORDINANCES RECEIVED

- Intoxicating Liquors**, prohibiting sale of except under certain conditions. Los Angeles, Stanislaus County, Riverside, Pittsburg.
- Water Rates**, fixing. Oxnard.
- Rent Ordinance**, regulating contracts covering real property; protecting tenants, etc. Los Angeles.
- Public Moneys**, regulating deposit of. Rialto.
- Quarantine Regulations**, fixing. Los Angeles.
- Tax Ordinance**, providing for levy. Stockton.
- Automobiles**, regulating parking of. Taft, Dinuba.
- Center Line**, establishing. Santa Cruz.
- Soft Drinks**, licensing. Maricopa.
- Sparring or Boxing Contests**, regulating permission of Chief of Police. Santa Barbara.
- Franchise Ordinance**, granting for pipe line. Orange County.
- License Ordinance**, general business. Burlingame.
- Grade Ordinance**, establishing. Tracy.
- Real Property**, authorizing sale of. Modesto.
- Official Curb Grades**, fixing. Modesto, Oakland.
- Lateral Sewers**, regulating furnishing of material and supervising the laying. Stockton.
- Restaurants**, licensing and regulating. Pittsburg.
- Trees and Shrubs**, regulating planting, cutting, trimming and removing. San Mateo.
- Automobile Filling Stations**, regulating construction and maintenance. Riverside.
- Zones**, establishing and regulating height of buildings, requiring open spaces for light and ventilation. Coronado.
- Zone Ordinance**, prohibiting certain kinds of business in certain zones. Los Angeles.
- Public Garages**, prohibiting in certain parts of city. Los Angeles.
- Garbage**, defining, regulating disposal of. South Pasadena.
- Garbage, Brush, Trash or Rubbish**, prohibiting placing upon any vacant lot. South Pasadena.
- Cats**, regulating keeping of. Alhambra.
- Water, Gas and Sewer Laterals**, requiring shall be laid before any street is graded or paved. Hollister.
- Clothes Cleaning Establishments**, regulating conduct, carrying on or maintenance. Modesto.
- Soft Drink Establishments**, licensing. Livermore.
- Motion Picture Plants**, establishing districts where they may be maintained. Los Angeles.
- Street Work**, providing method of procedure, manner of assessing; providing for lien upon land and providing for levy and collection of assessments, and providing for the issuance and sale of bonds. Riverside.
- Nuisances**, defining, particularly with reference with the placing of benches, seats or other obstructions in aisles of churches, theatres or public buildings. Sacramento.
- Recreation Centers**, providing for. Sacramento.
- Hospitals**, requiring to keep record of all persons taking treatment, or persons accompanying sick or injured persons. Sacramento.
- Real Estate**, providing for acquisition. Monterey 3189.
- Billiard and Pool Rooms**, licensing and regulating. Sacramento 3190.
- Official Seal**, providing for adoption of. Sacramento 3191.
- Street Department**, providing for organization of. Sacramento 3192.
- Bread**, fixing standard weight. Sacramento 3193.

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Montana.....	Butte, Missoula.
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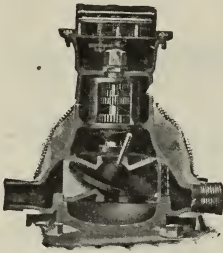
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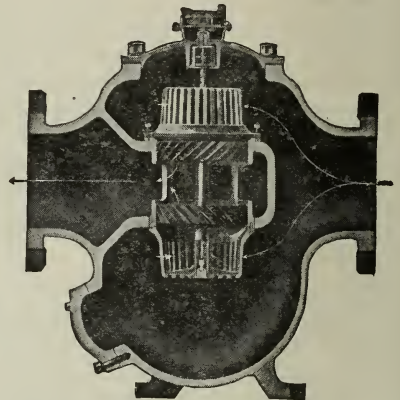
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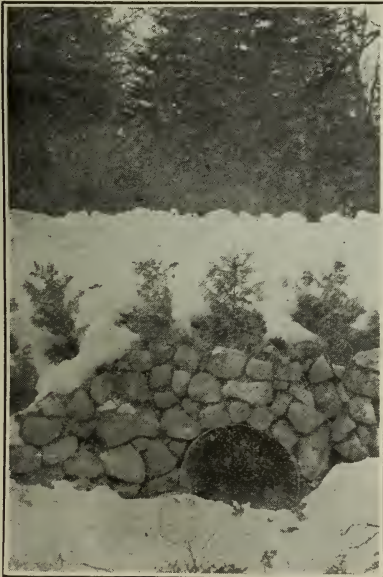
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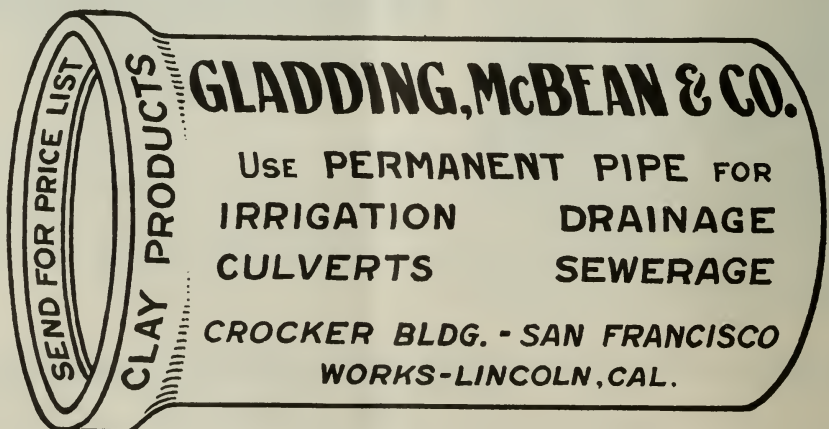
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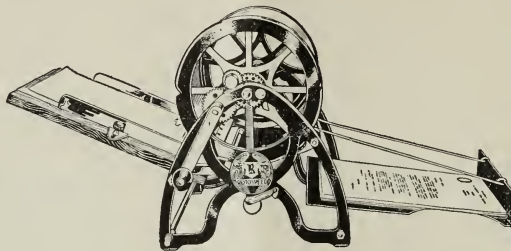
High School at Santa Monica, California

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San Francisco, California

MARCH, 1921

NOTICE—Every city belonging to the League of California Municipalities is entitled to a copy
of this magazine for each of its officials without extra charge. If not received kindly notify the
Secretary.

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SANTA MONICA HIGH SCHOOL

Among the points of interest in Santa Monica, which is to be the 1921 Convention place of the California League of Municipalities, is the wonderful high school and grounds, covering all together an area of about fourteen acres, and the entire plant, if built today would cost in the neighborhood of \$600,000. The main building itself is situated on the crest of a hill overlooking the ocean, with beautiful grounds stretching in front of it down to the athletic field and gymnasiums, and at the present time, there is being constructed in the center of these grounds, a Greek theatre, and it will well pay the delegates to the Convention to visit the high school. One of the best criticisms of the Santa Monica High School was recently published in the Boston Journal of Education in an article by Dr. E. A. Winship, when, in commenting upon some of the most notable high school plants of America, he said, "Any one and everyone will put the creation at Santa Monica, California, among the best combination of buildings and grounds in all America."

But the high school is not the only notable part of the public school system in this city. There being six elementary schools with kindergartens, two intermediate schools and in addition to these, in order to accommodate pupils, continuation classes are organized after the regular school hours. There are also evening classes of elementary and high

school grade, and in the summer time, a vacation school of six weeks in both of these departments is maintained. As evidence that the schools are properly appreciated by the citizens, the annual enrollment in all departments, equals, and in some years exceeds twenty-five per cent. of the total population of the city. A cut of the high school will be seen on the cover page of this issue.

The City of Santa Monica has now under way a project that, when completed, will be one of the few of its kind in the State of California, whereby a street opening and widening proceeding has been carried out under the Street Opening Act of 1889, in which the whole city has been included in the assessment district, and every piece of property in the city will be assessed according to the benefits derived to pay for the lands taken and damages allowed, for a main artery running from the north to the south end of the city and connecting all of the interurban boulevards, what are at the present time, two separate and distinct business sections.

It has been felt by the City Commissioners that this opening and widening work is a distinct benefit to the whole city and the proceedings which were started some three years ago, have now reached a point where the assessment maps and roll have been completed and are on file in the City Clerk's office for the inspection of the tax payers, the date

being set which will be the last date for filing protests on this work and it is hoped that within the next year that the work will be practically completed, giving the 80-foot street, electrically lighted, with all wires of every description under ground.

Included in this undertaking will be the taking from the west side of what is now known as Main Street, a portion of which is only in places forty feet wide and the balance fifty feet wide, an additional thirty or forty feet as may be necessary in order to widen the street its entire length to eighty feet, which will necessitate the moving or destroying of a number of small business houses and brick buildings, and the giving to the property owners in exchange for the lands to be taken, an additional amount on the rear of each lot, so that each one will have at the completion of the work, the same sized lot that they now have; in other words, the effect will be to move

one entire side of this street to the westward.

There will also be included in this project the connecting of Second and Third Streets in the north section of the town, over a viaduct across the present Pacific Electric Railway tracks, so that these streets will then connect with Main at Pico Boulevard, which is one of the main arteries between Santa Monica and the City of Los Angeles.

This improvement was endorsed by every one of the civic organizations of the city and shows the progressive spirit of the citizens in their wish to keep up with the building growth during the past few years, an example of which growth will be seen in the record of building permits during the past year, of which the totals are considerable over the million dollar mark, and from the permits taken out during the first two months of this year, it can be safely estimated that the amount will be double that of the preceding year.

WHAT CHICO HAS DONE, IS DOING, AND EXPECTS TO DO

By A. R. WATERS, City Trustee of Chico.

To be honored by the official personnel of the cities of California, to have what is practically a municipal university in our midst for three days is certainly a happy occasion for Chico. The profits are immeasurable and will be everlasting.

There are many things I would like to say in appreciation of this event, but time does not permit.

I am placed in an exceedingly tight place—that of reviewing the official acts of Chico, past, present and future, all in ten minutes.

Our genial executive secretary, Mr. Locke, tells me that if I overrun my time I will be taken out tomorrow morning and shot at sunrise. Now my be-

ing shot at sunrise is not of any particular consequence. Other men have been shot at sunrise and the world managed to wag along—and even advance, but I would be deprived of one day of this convention, which would lay an unpardonable sin at some one's door.

I would like to tell you of the spirit abroad in Chico that floated a bond issue of nearly one-half a million dollars for a new high school. Fifty-three acres of the heart of the Bidwell ranch has been purchased for a site. The building is well under way.

But I must confine myself to the telling of such matters as that Chico has electric lights, sewers, and has a good water supply. Chico has 51 modern electroliers in the business section.

Large globe lights are being installed throughout the residence section.

The most distinct change for modern improvements began in 1910, when bonds to the amount of \$150,000 were voted. A new city hall was built at a cost of \$50,000; street pavement was begun, 41 blocks being put down—at that time the city paid for the street intersections. All other streets were put on grade and graveled. This was also a great improvement from a sanitary standpoint. One outlying section which ran strongly to typhoid was cleaned up.

The type of pavement called for a five-inch concrete base with a one and one-half inch binder and a one and one-half inch top dressing of asphaltum in the business section, and a four-inch concrete base with a one and one-half top dressing in the residence section.

All of this pavement has stood up well with the exception of several small patches in the residence section, where apparently the top dressing has pushed up in a somewhat wavy condition during the hot weather.

Annexation is one of the greatest events in Chico in recent years. By it nearly three thousand acres of land, including the Bidwell Parks, were brought into the city.

Twenty-seven and one-half miles of streets were added, making a total of fifty-one and one-half miles of streets, not including the roads in Bidwell Park.

The population of Chico was brought up, aside from its natural growth, from 3750 to 9339, still leaving 1500, if not 2000 yet outside.

The problems presented in the way of water, sewerage, lights and paving are staggering. But annexation makes the solving of all these problems possible.

In addition to the 41 blocks of pavement put down in 1910, we have 26

blocks now under construction if not entirely completed.

We have 38 blocks where plans and specifications are drawn up.

Thirty-three additional blocks laid out for action. There are twenty-eight blocks of State highway—not duplicating any city pavement.

Thus we have 95 blocks or about six miles of paved streets at present, with 71 blocks in some degree under headway, which will make 166 blocks, or about ten and a half miles.

Plans are drawn and work ordered for 8000 feet of storm sewer.

A Bidwell Park and playground commission of five members was created by ordinance.

They had at their disposal last year about \$13,000. A good part of this came from rentals; sale of wood, etc.

The commission has improved the Bidwell Park greatly by cleaning up shrubbery, dead trees, and removing many drift piles from the creek.

Five miles of roads have been graveled, one-half mile of fence has been built. This fence has the three requisites of a first-class fence. It is horse-high, bull-strong, and hog-tight.

Three swimming pools, with conveniences, have been maintained.

Five miles more of graveled roads leading up the canyon and the completing of five miles of fence are in prospect for the coming year.

An auto camping grounds is located in the Bidwell Park. This has all modern conveniences. The money to establish the camp was raised by popular subscription.

Up until the first of this year, the fire department consisted of four volunteer companies, with a total membership of 250 to 300 firemen. These companies have served the city well and long, but with the doubling of the

street mileage due to annexation, it was not fair to presume that men go afoot those distances and then fight fire.

In addition to the hose carts, the fire fighting apparatus consisted of a white chemical engine having a 60-gallon chemical tank and carrying 800 feet of fire hose and a Seagraves engine with a capacity of 1000 gallons a minute, and carrying 2000 feet of hose and horse-drawn steamer of 750 gallons capacity.

The new paid fire department consists of a fire marshal, three engine drivers, two full-time firemen, 25 call firemen, and ten substitute call firemen. Two fire chiefs, a first and a second, are selected from among the call firemen. These are paid \$2.50 and \$2.00 respectively per hour for the time served between the fire alarm and recall.

Call firemen receive \$1.50 an hour for time served between the fire alarm and the recall, each one reporting to the fire marshal at time of going on and going off work.

A La France triple combination engine has been added. This has a capacity of 600 gallons a minute, an 80 gallon chemical tank, and carries 1200 feet of fire hose.

The insurance rates of Chico have been adjusted this year, the reduction being as high as 30 per cent in some instances. A letter from the Board of Fire Underwriters of the Pacific, states that: "The change in insurance rates was due not only to an improvement in the apparatus, but also an improved water supply and a consideration of the loss ratio for five years. The ordinances assisted in this by the removal of frame awnings and by preventing a heavy charge for frame buildings in the congested portion of the city. Speaking generally if the building ordinances had an effect on the rate of 5 per cent, improvement in apparatus, extremely necessary, with the growth of the city and extension of

boundaries, had at least double this percentage."

Chico, like all other cities of the State, was hard hit financially when prohibition went into effect and by high prices due to the war.

This was met by passing a business license ordinance on one hand and by retrenchment in expenses on the other.

Twenty-five dollars was taken as the average license fee. This was paid by professional men, lawyers, doctors, etc.

A sliding scale of from \$15 to \$50 a year was made for mercantile houses, according to percentage of business done. Other lines were averaged up.

The business license produced about \$14,000 a year.

A taxi ordinance was passed setting a license fee of \$60 a year. This amount was set at the request of the taxi men themselves.

Trucks and express wagons pay a license fee.

A sanitary ordinance was passed to take care of the newly annexed portions of the city. All outside toilet conveniences had to have all doors, windows and port holes screened. All septic tanks and vaults had to be inspected, when built, by the sewer inspector.

Chico has in prospect, in addition to the above mentioned pavement, the establishment of a hydro-electric plant to furnish the city electricity for light and power.

A survey has been made which shows ample water and water fall for this purpose. A second and even a third drop could be obtained.

A movement was on foot to buy out the private water companies and establish a municipal water system, but the condition of the bond market delayed this as it did the putting in of the hydro-electric plant.

A motorized street department is in

planning. It would include a motorized street sprinkler and street flusher, also a truck for street work.

Chico has been working on a new city charter, the principal characteristic of which was a business manager form of government.

At present we are a city of the fifth class.

The result of the vote of the election on November 2 was a tie, 1174 voting each way.

I suppose it can be said figuratively, and perhaps physically, that there have been more people kicking themselves

since that election than ever before in the history of Chico. Not a one of the 2374 persons but knows that he or she could have easily gotten at least one more vote to have either carried the charter or else defeated it more decisively as the case may be.

The supervisors are canvassing the returns this week.

A live and growing city of the size of Chico can only be hampered while under a government of cities of the fifth class. A form of government based on efficiency, economy and moral betterment must come. I thank you.

RECENT COURT DECISIONS AFFECTING MUNICIPALITIES

Ready-to-Serve Charge—Fixing of Charges for Water by Commission—Rights of Municipality Not Violated.—The fixing of charges for water furnished as a commodity to municipalities is within the rate-fixing power of the railroad commission and is not an interference with municipal money or property or the imposition of a tax in violation of Section 13 of Article XI of the constitution.

City of San Leandro v. Railroad Commission, 60 Cal. Dec. 22.

Right to Quarantine—Quarantinable Diseases—Suspicion of Affliction Insufficient.—Under Section 2979a of the Political Code, which makes it the duty of health officers and others to take necessary measures to protect the public against the spread of certain diseases from persons whom such officers know or have reason to believe are afflicted with such diseases, more than a mere suspicion that an individual is afflicted with an isolable disease is necessary to give an officer "reason to believe" that such person is so afflicted.

In re Shepard, 34 Cal. App. Dec. 272.

Regulating Dancing—Ordinance—Regulation of Hours of Dancing—Void Enactment—Constitutional Law.—A municipal ordinance regulating the hours during which dancing may be conducted and dance music performed in certain places, which provides that between the hours of 10 o'clock p. m. and 8 o'clock a. m. of the next succeeding day, it shall be unlawful for any person, firm or corporation in control of any room or hall, any portion of which or any window of which is within twenty-five feet of any portion of any building used as the residence of any person other than the person in control of such room or hall, to conduct or permit dancing or the performance of any dance music in such room or hall, is unreasonable and oppressive, and unduly and unwarrantably interferes with personal rights and with the right to the enjoyment and reasonable use of property, and, therefore, is violative of the fourteenth amendment and likewise Section 1 of Article 1 of the State constitution.

In re Hall, 34 Cal. App. Dec. 218.

Consolidation Election—Consolidation—Assumption of Liability for Bonded Indebtedness—Statement on Election Ballot Unnecessary—Construction of Statute.—Under the act of the Legislature of 1913 (Stats. 1913, p. 577) and the amendment of 1915 (Stats. 1915, p. 311), providing for the consolidation of municipal corporations it is not necessary where the question is to be voted upon as to whether the property in the corporation having the less population shall be subject to

taxation for existing bonded indebtedness of the other corporation, that the ballot should contain the statement that it was proposed to make such property thus liable, as the recital of such fact in the published notice of election is all that the statute requires.

People etc. v. City of Los Angeles, 34 Cal. App. Dec. 52.

Quo Warranto—Contest of Consolidation Election—Burden of Proof.—In a proceeding in *quo warranto* attacking the validity of an election consolidating municipal corporations, the burden of proof is upon the plaintiff to establish the invalidity.

Id.

Apportionment of Illegal Votes.—Where in such a proceeding votes were found to have been illegally cast, but the evidence failed to show whether they were in the affirmative or negative, the court properly determined that they should be deducted *pro rata* from the number of votes cast for and against consolidation, respectively, in the ratio of the number of votes cast for and against consolidation, respectively, to the total vote.

Id.

Annexation (School Districts)—Annexation of Territory by City of Sixth Class—Separate School District—Effect of Prohibition Contained in Section 1576. Political Code.—The prohibition contained in Section 1576 of the Political Code, that in no instance shall the territory within an incorporated city of the sixth class be in more than one school district, is a prohibition on the creation of more than one school district in a city of the sixth class, and does not extend to a forbidding of the creation or extension of a city when such creation or extension will happen to have the purely incidental effect of causing the territory of the city to be divided between two school districts.

Mitchell v. Henry, 60 Cal. Dec. 532.

Annexed Territory—Part of School District—City in Another School District—Effect of Annexation.—Where a city of the sixth class annexes territory which is a part of a school district of which the city is not a part, thus causing the territory of the city to be divided between two school districts, the annexed territory is upon annexation *ipso facto* taken out from the school district of which it was before a part and made of the district of which the city is either the whole or a part.

Id.

Public Work—Default of Contractor—Contract for Construction of School House—Default of Contractor—Right of School District.—Where a school district entered into a contract in the manner required by law for the erection of a school building, which contract provided that "should the contractor at any time during the progress of said works refuse or neglect to supply a sufficiency of materials or workmen, the owner shall have the power to provide materials and workmen (after three days' notice in writing given) to finish the said works, and the reasonable expenses thereof shall be deducted from the amount of the contract price," upon the failure of the contractor to complete the work, it was not necessary for the school district to readvertise for bids for the completion of the work, since said contract was still in existence and the school district had a right to insist upon its terms, which covered the contingency of non-completion by the contractor.

Garvey School District v. Southwestern Surety Insurance Company, 33 Cal. App. Dec. 565.

Cost of Completion—Liability of Surety for Excess.—Where, under such a contract, the notice required thereunder upon failure of the contractor to complete the work, was given to both said contractor and his surety, and they failed to act within the time limited thereby, the school district had the right to complete the construction contracted for, and to charge against the contract price the reasonable expense thereof, and where the work was not complete when the full amount of the contract price was expended, to advertise for bids in the manner required by law to finish the work, and hold the surety responsible for the reasonable cost thereof.

Id.

Public Records Open to Public—Records of Board of Public Works—Right of Inspection by Citizens.—In view of the express provisions of Section 13 of Article XVI of the charter of the city and county of San Francisco and the provisions of Section 1032 of the Political Code and Sections 1888, 1892 and 1893 of the Code of Civil Procedure, as to every matter of which the Board of Public Works of such city and county is obliged to keep a record under the provisions of Section 6 of Article VI of the charter, and which are specifically set forth in said section as embracing "copies of all plans, specifications, reports, contracts, estimates, certificates, receipts, surveys, field notes, maps, plats, profiles, and of all papers pertaining to the transactions of said board," these shall be open to the inspection of any citizen of said municipality at any time during business hours.

San Francisco Bureau of Governmental Research v. Board of Public Works, 33 Cal. App. Dec. 674.

Licensing Ticket Sellers—San Francisco License Ordinance—Prohibition of Sale of Theater Tickets Without Peddler's License—Void Provision.—Section 70 of the general license ordinance of the city and county of San Francisco making it unlawful for any person "to engage in the business" of selling theater tickets at any place other than at the office of the theater without first taking out and obtaining a ticket peddler's license to be issued by the tax collector at the rate of \$300 per month for each license, cannot be upheld as an exercise of the police power, since it constitutes an unwarranted interference with the liberty of citizens of the State and of the United States, not based upon any reasonable consideration of the public health, morals or safety, nor of the cost of police supervision, nor can it be upheld as a revenue measure, since it is based on no reasonable distinction, but is unfair and oppressive, if not in fact prohibitory, and seeks to establish a condition for carrying on a business which has been adjudged to be lawful.

In re Dees, 33 Cal. App. Dec. 500.

Redlight Abatement Act—Action to Abate Nuisance—Findings—Judgment—Presumptions.—An action under the Redlight Abatement Act to enjoin the use of certain premises as a nuisance, is a civil action, and in considering an appeal on the judgment roll alone, all presumptions and intendments will be indulged in support of the judgment; that the evidence supported the findings; that injury is no longer presumed from error but must be affirmatively made to appear.

People etc. v. Arcega, 33 Cal. App. Dec. 129.

Testimony of Public Officer or Detective—Credibility of.—There is no sound reason upon which it may be declared as an abstract proposition that the testimony of a detective or a public officer or a person directly interested in the outcome of a trial of an action in the courts should be given less weight than that which may be given to the testimony of any other witness.

Id.

Absence of Analogy to Testimony of Accomplices.—The testimony of police officers and detectives is not regarded as analogous to the testimony of accomplices in criminal cases.

Id.

Taxation—Leasehold Interests in Tide Lands.—Leasehold interests in tide lands belonging to the State are subject to taxation.

Outer Harbor Dock and Wharf Company v. City of Los Angeles, 33 Cal. App. Dec. 45.

Improvements Upon Public Land Erected by Lessee—Non-Liability to Taxation.—Improvements erected by a lessee upon land belonging to the public are not subject to taxation.

Id.

Municipally Owned Utilities—Right to Serve Others—Inapplicability to Public Service Carried on by Municipal Corporations Under State Laws.—The Public

Utilities Act has no application to any public service carried on by municipal corporations under the authority of the constitution and laws of the State.

City of Pasadena v. Railroad Commission, 60 Cal. Dec. 202.

Void Order of Railroad Commission—Filing of Schedule of Rates for Electric Service by Municipal Corporation.—An order of the Railroad Commission requiring a municipal corporation owning and operating an electric plant and supplying its inhabitants with electricity therefrom to file with the Commission a schedule of its rates for electric service is void, as being in excess of the jurisdiction of the Commission.

Id.

Power Outside Boundaries—Construction of Pleasure Pier—Extension Beyond Boundaries of Municipal Improvement District—Lack of Power of District.—A municipal improvement district organized under the act of 1915, and composed of a part of the city of San Diego bordering on the Pacific Ocean, is not authorized by such act to construct a pleasure pier extending beyond the boundaries of the improvement district.

Power Over Traffic—Ownership of Streets.—The streets of a city belong to the people of the State, and every citizen of the State has a right to the use thereof, subject to legislative control.

Ex parte Daniels, 60 Cal. Dec. 269.

Traffic Regulations—Uncertainty—Construction.—While it is true that the regulation of traffic upon a public street is of special interest to the people of a municipality, it does not follow that such regulation is a municipal affair, and if there is a doubt as to whether or not such regulation is a municipal affair, the doubt must be resolved in favor of the legislative authority of the State.

Id.

Regulation of Traffic Within Municipality—Not Municipal Affair—Supremacy of General Laws.—The regulation of traffic upon the streets of a municipality is not one of those municipal affairs in which, by the constitution, chartered cities are given a power superior to that of the State Legislature. The power of a municipality in such an affair is subject to the general laws of the State, and if inconsistent therewith, is invalid.

Id.

Street Law—Improvement Act of 1911—Extension of Time for Completion of Work After Expiration of Contract Time—Effect of Curative Provisions of Act—Valid Assessment.—In view of the curative provisions of Sections 26 and 82 of the Improvement Act of 1911, a street assessment is not invalid because of the failure to obtain an extension of time to complete the work within the time limited in the contract, since the "jurisdictional" requirement that the time must be extended within the time limit of the contract is not one of the jurisdictional requirements necessary to constitute due process of law, but is an omission which may be cured by an act of the Legislature.

City Street Improvement Company v. Watson, 34 Cal. App. Dec. 173.

Dedication—Intent of Owner—Implication from Long Acquiescence in Use by Public—Limitation.—In order to constitute a valid dedication there must be an intention on the part of the owner to devote his property to public use, and while it is true the intent may be inferred from long acquiescence in a use by the public, yet, where the land is unenclosed and uncultivated, the fact that the public has been in the habit of going upon the land will ordinarily be attributed to a license on the part of the owner, rather than an intent to dedicate.

Whitman v. City of San Diego, 60 Cal. Dec. 468.

Construction of Bridges—Authorization by Vrooman Act.—Section 2 of the Vrooman Act, as amended in 1915 (Stats. 1915, p. 1400), authorizes the construction of bridges in the streets of a city without any limitation other than the general implied one that the bridges be for street purposes.

Bailey v. City of Hermosa Beach, 60 Cal. Dec. 350.

Assessment Based on Benefits—Failure to Assess Land Not Benefited—Valid Assessment.—An omission to assess the land of a railroad company forming a

right of way within the assessment district, does not invalidate the assessment, where the assessment is based upon the benefits accruing from the improvement, and it is shown that the land of the railroad company was not benefited.

Id.

Delay in Filing Affidavits of Mailing Notices—Effect of.—Where a city clerk did not file until long after the termination of proceedings for street work under the Vrooman Act, affidavits of the mailing by him to property owners within the assessment district of notices of the passage of the resolution of intention to do the work and that their lands would be assessed therefor, such delay did not invalidate the assessment.

Id.

Public Improvement—Action for Damages to Property—Depreciation in Values—Right to Compensation.—In an action by owners of certain lots of land against a municipality for damages for injuries claimed to have been suffered by them by reason of the depreciation of the values of their lands caused, as they alleged, by the opening of a tunnel and the grading of approaches thereto and of adjacent streets, a nonsuit was properly granted by the trial court, where said owners failed to prove any damage for which they were entitled to recover.

Wolff v. The City of Los Angeles, 33 Cal. App. Dec. 254.

Acceptance of Street by Ordinance—Adoption of Vrooman Act by City—Repeal of Section 20 of Vrooman Act in 1911—Effect on Ordinance.—An ordinance, accepting a city street and binding it to keep it in repair, passed prior to the repeal of Section 20 of the Vrooman Act in 1911, which act was adopted by said city as its street improvement law, was rendered ineffective by said repeal of said Section 20, which provided substantially that after acceptance by a city council, by ordinance, of any street or portion of a street as fully constructed, such street or portion of a street should thereafter be kept in repair by the city.

Ransome-Crummey Company v. Coulter, 33 Cal. App. Dec. 619.

Judgments Against Cities—Judgments Against Counties and Municipalities—Manner of Payment—Construction of Act of 1901.—Under the act of 1901 (Stats. 1901, p. 794), regulating the payment of judgments against counties and municipalities, the official body in levying a tax has the option of raising a sum sufficient to pay the whole judgment, or of raising an amount equal to an aliquot part of the judgment, but not less than one-tenth thereof, but such official body is not permitted to collect the whole amount and at the same time withhold a considerable part thereof from the judgment creditor by retaining it in the treasury over a period of years.

Metropolitan Life Insurance Company v. Rolph, 61 Cal. Dec. 1.

Election Law—Filing Nomination Papers—Presentation of Nomination Papers—Failure to Present Within Time Required by Law—Effect of.—Where a person's nomination papers under Section 1188 of the Political Code are not presented to the registrar of the City and County of San Francisco for examination forty days prior to the general election of November 2, 1920, he is not entitled to have his name go on the ballot.

Hartigan v. Jordan, 60 Cal. Dec. 423.

Zoning of Cities—Police Power—Regulation of Undertaking Establishment.—Undertaking establishments are subject to regulation under the police power and may be prohibited in thickly settled communities and in residential districts.

Brown v. City of Los Angeles, 60 Cal. Dec. 360.

Permissive Business District—Similar Outside Territory—Ordinance Fixing Boundary—Validity of.—Where there is territory outside of a district in which a business subject to police power is permitted, exactly similar to that inside the district, a city ordinance fixing the boundary between such similar districts is not unreasonable and void, since the boundary line of a district must always be more or less arbitrary, for the property on one side of the line cannot, in the nature of things, be very different from that immediately on the other side of that line.

Id.

Liability in Operating Public Works—Waterworks System—Non-Liability for Sale on Execution—Denial of Rehearing—Reasoning of Opinion Partly Disapproved.—In denying a rehearing of this case, the reasoning of the opinion of the district court of appeal (33 Cal. App. Dec., p. 12) is not entirely approved.

Marin Water and Power Company v. Town of Sausalito, 60 Cal. Dec. 526.

Operation of Public Utility—Exercise of Governmental Powers—Status of Municipality.—A city is never other than a public corporation, whether exercising its governmental powers, or other powers, in the operation of public utilities, or acting in the quiescent state of a property owner.

Id.

Non-Liability of Municipal Water System to Sale on Execution—True Rule.—The true rule is that the property which it holds for the purpose of exercising its governmental powers or for the purpose of exercising its constitutional power to operate water works to supply its inhabitants with water or other like public purposes is not subject to execution, the reason being that to subject it to sale would interfere with the exercise by the city of some of the powers for which it organized. On the other hand, property which it holds merely as a proprietor, devoting it to no use of a public character, such as lands acquired or held for other than public purposes and not in trust for public use, are subject to execution unless some statutory or constitutional provision forbids it.

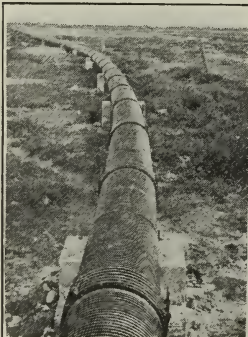
Id.

Action for Death—Damages—Deceased Injured on Premises of Municipality—Unauthorized Employment—Non-Liability of Municipality.—In an action against a municipality for damages on account of the death of plaintiff's husband resulting from his coming into contact with electric wires while painting the ceiling of a room in a pumping plant belonging to said municipality, where the evidence showed that the deceased was directed, without the knowledge of said municipality, to do said work by one who had no authority to employ him, and who was not even himself authoritatively employed by the city, under such facts the city was under no liability to the plaintiff, since the deceased was not impliedly or at all invited to be on the said premises for the purposes of doing any work or for any purpose.

Good v. City of San Bernardino, 33 Cal. App. Dec. 331.

Tort of Employee—Personal Assault in Resisting Interference With Setting of Meter—Non-Liability of Municipality.—A municipal corporation engaged in the business of furnishing light and power to its inhabitants cannot be held liable in damages for the act of one of its meter setters in committing an assault upon a tenant when resisting interference with his work, where the employee was instructed by the municipality to leave any job where there was any trouble.

Ruppe v. the City of Los Angeles, 33 Cal. App. Dec. 22.



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WHAT OUR PACIFIC COAST CITIES ARE DOING

Alameda has passed an ordinance setting the license fee of street carnivals at \$100 per day. Several new comfort stations will be built. City Manager Hewes is working on a comprehensive plan for the development of Bay Farm Island into a restricted residential district. It is planned to make a playground along the beaches of Bay Farm Island that will surpass Palm Beach, Coronado and Atlantic City. City Manager Hewes says: "Compared with other great beaches of the world, the Bay Farm Island Beach, stretching out for some three miles, holds a distinguished place." This beach is far enough inland to escape the fogs, the climate being warm and balmy in the winter time, while during the summer the refreshing breezes from the Golden Gate drive away the oppressive heat.

Bakersfield is discussing the question of remodeling the present jail into a hospital and building one or more jails.

Berkeley. Wells Drury, formerly secretary of the Chamber of Commerce, has taken the lead in a movement looking for a City and County of Berkeley.

Burlingame has passed a resolution to beautify the depot grounds at cost of \$9500.

Corona. Mayor E. A. Stobbs is in favor of the city buying 40 acres for big sewer farm.

Culver City, with a tax rate lower than that of any other California city (90c), no floating or bonded debt, tops the 1920 building record with \$285,035 expended during the year. This record of permits shows as much work as was done by some other California cities with a population 20 times greater than that of Culver City. Plans are now being prepared for a sewer system and estimates have been obtained for a municipal water plant.

Fresno. Recommendations have been made to the trustees that the municipal auditorium be turned over to a permanent committee under the playground department and that it be equipped with games of various sorts, including pool tables, and be made an entertaining center for the young people.

Long Beach may be obliged to hire experts for its zoning problem. A "use map" may be made which would be a plat of the

entire city, including the use to which each block is put.

Los Angeles may build a municipal pipeline into the natural gas fields of the Fullerton, Whittier and La Brea fields. The city is considering the construction of an outfall sewer at cost of \$12,850,000.

Los Angeles County may be the first county in the United States to establish aerial police. Applications have been filed with the Board of Supervisors by Hubert M. Kittle and E. C. Robertson for the position. They propose to use their own aircraft.

Modesto has leased the ground at the depot plaza from the Southern Pacific for \$1 per year. The railroad company will donate the city \$2400 to grade and build an auto park there.

Needles has voted against disincorporation. The vote stood 257 against disincorporation and 127 for disincorporation.

Orangethrope, in Orange County, has been incorporated. There are 550 people living within the boundary lines of the new city.

Riverside. Better fire protection for the Arlington district is planned by the City Council.

San Diego may pass an ordinance providing that all apartment houses be steam-heated and made comfortable during the winter months. The city will buy an Elgin street sweeper at cost of \$8000.

San Francisco is having a zoning ordinance drawn.

San Jose will vote on the question at the special election of amending the charter so as to provide for a pension fund for the civil service employees.

Santa Barbara will hold an annexation election in the Mesa, Las Canoas and Pedregosa districts, which are seeking admission to the city.

Santa Maria has passed an ordinance providing that cesspools must be filled within 12 months after the laying of a sewer near the property.

South San Francisco is looking toward the planting of trees in the sidewalk parkways. Various varieties of acacia have been chosen as the best trees for the climate of that city.

Stockton is considering the purchase of the 14-acre site of the Hot Mineral Baths, to be used as an auditorium and recreation park.

TITLES OF NEW ORDINANCES RECEIVED

Animals, regulating driving through streets, Oakdale.

Chimneys and Fireplaces, regulating construction of, Pacific Grove.

Billiard and Pool Rooms, prohibiting presence of minors, regulating hours, etc., Grass Valley. Excluding from certain territory, Kings County.

Employees in Engineering Department, providing for number to be employed and classification, Los Angeles.

Gas or Oil Wells, restricting drilling and operating in certain district, Beaumont.

Ground Floor Holes for Circulating Nozzles, used by the fire department, requiring and regulating, San Jose.

Gasoline, Etc., regulating storage and keeping, Placer County.

Intoxicating Liquors, prohibiting sale of excepting under certain conditions, San Benito County, Orange County, Santa Barbara County.

Junk, Fruit, Tin Cans, Parts of Certain Automobiles or Other Refuse, prohibiting the placing or throwing along the public highways, Riverside County.

Licenses Issued for Manufacture and Sale of Intoxicating Liquors, suspended, Sacramento.

Milk and Products, providing for manner of handling, care of cans, defining adulterated unwholesome, and providing for inspection of, Stockton.

Nuisances, doors swinging in, blocking of aisles in public buildings, declared to be, Sacramento.

Office and Institutional Management, Accounts and Reports for the Offices, Institutions and Departments, provides a code of rules describing duties and systems of, Los Angeles County.

Power Pole and Wire System, permission to construct and maintain, Inyo County.

Personal Property Taxes, provides for collection of, Merced.

Rabies, providing for control and eradication of, San Joaquin County, Stanislaus County.

Safety Zones, establishing and marking spaces on streets, Riverside.

Townships, abolishing as existed heretofore and creating view, Colusa County.

Water Superintendent, Water Collector, their compensation, fixing water rates, regulating water service, Brea.

MINORITY REPRESENTATION

Discussion following the address on the subject by Councilman Ralph L. Criswell, of Los Angeles, at Chico Cal., Nov. 13, 1920

Mr. Ralph L. Criswell, Councilman of Los Angeles: I do not intend to make any argument in favor of preferential voting, or proportional or minority representation, because I apprehend that you all know about as much of that subject as I do. I will merely say on that score that seven years ago, when the National Municipal League Convention was held in the City of Los Angeles, a half day was given to the discussion of that subject, and a resolution endorsing proportional representation was adopted by that convention, with only one dissenting vote, and the one dissenting

vote came from a delegate who said he voted "No" because he did not really understand the subject.

Mr. Fred C. Wheeler, Councilman, Los Angeles: Mr. President and Gentlemen: I feel that I could not allow this opportunity to pass without saying a word in behalf of proportional representation. I have been a member of this organization for a number of years, and for 35 years past been a close student of civic and political affairs. We have spoken here of almost everything in which the city or community is interested. All that is important. But I consider the

fundamental principle involved in this subject to be of greater and more vital importance than any of the others that have been mentioned or that could be mentioned. Our streets may go bad, and we may put in new pavements. We may change our modes of lighting and transportation and everything that we might discuss here would be changed, but here is something vital and fundamental, upon which the very foundation of civilization rests. We find that in Russia today, or a few years ago, the pendulum swung to the extreme under the old Czar. We find today that, in desperation, the people have overthrown the reigning government, their monarchy, and now the pendulum of Bolshevism has gone to the other extreme. That is simply because of the lack, not only of democracy, but of true democracy. To-day there is, and I am no alarmist or pessimist, or anything of that kind, but we pick up our papers and our magazines, and they are full of discussions of the era of unrest in our civilized world. And I am here prepared to state to you, friends, that that era of unrest, that disregard for law and order, contempt for Government, is the direct outgrowth of the lack of democracy which is proposed to be remedied by the system of proportional representation.

Our State law recognizes the correctness of the principle, inasmuch as you give the minority stockholder representation in the voting affairs of the corporate community. And we simply go further, and, as every voter and every citizen is a stockholder in the commonwealth, we propose that he shall have the same right when it comes to voting, speaking of him in the aggregate, as does the larger aggregate.

Now, proportional representation does not mean the rule of the minority. It means the rule of the majority as we have it to-day. But it means that all

the minorities, that is, respectable minorities, up to a certain point, where they are entitled to their equity, shall have their representative in the places provided. In other words, gentlemen, the idea and spirit of proportional representation, or, as it is sometimes called, minority representation, means a true, unadulterated democracy. If you are opposed to democracy, then you are opposed to proportional or minority representation. And I make this full, broad, challenge, that no person who has ever closely studied the principle of minority representation can be opposed to it, unless he be opposed to every principle of democracy.

If there is one movement that I do know, it is the labor movement, and I am prepared to state to you gentlemen that the era of unrest, as I stated a moment ago, has been brought about by large minorities being denied representation in the affairs of State. And they say, "What the devil is the use of our going ahead with this? We have great aggregations of capital against us, we find the great newspapers against us, and we are not in the majority, and we can't make it go." But you show to that element that, under this system, they will be a leading partner in the affairs of State, and you put some responsibility upon them—and I want to say to you that, no matter how radical a man may be or how radical his thoughts are, that when the duties and responsibilities of Government are placed upon him, or are partly placed upon him, immediately he loses a large share and a large proportion of that radicalism. That is true. And so it means that where only one element is represented, that the pendulum swings to the extreme. But where the minority is represented, as in true democracy they should be, there you have someone to present the other side of the case, the other point of the

argument, which we ourselves have overlooked altogether. And so no harm can come from it.

Why, the Prime Minister of Belgium stated a few years ago, in speaking of the internal unrest in Belgium, that the introduction of proportional representation was the only thing that saved Belgium from a bloody revolution. I just wish to add one thing or reiterate one thing that Mr. Criswell has said, that no city and no country that has ever adopted this principle has ever left it. Never have they gone back to the old system. And the peculiar part of it is, that in England, and particularly in Ireland, in the election, and in continental Europe and Tasmania and New South Wales and in South Africa, all the political parties, the radical, the conservative, the clerical, and the what not, after the advent of this system and when they saw the true proportion that is worked out and the better government, all joined in singing its praises. And so I say I cannot let this opportunity go. I believe in the broad spirit of democracy. And you know they say that the cure for the loss of democracy is more democracy. And this is saying to the world that we believe in the fundamental principle upon which our Government is based, that all classes of citizens shall be represented in proportion to their numbers.

President Butcher: Gentlemen, I want to state that in discussion we are very much limited in time, and in our future discussions I think we will have to limit the speakers to about five minutes each. We would like to have everybody engage in these discussions, because we have in that way a multiplicity of minds and get the best possible result.

Secretary Locke: I want to say just a word or two by way of supplementing what has been said by Mr. Wheeler. I am convinced of the importance of this question. You will note that I have

taken the pains to run some articles from time to time in Pacific Municipalities on this question of proportional representation. I am not going to discuss it in any detail, but merely emphasize the importance of it by pointing out a condition that exists in one of the largest cities in this State, and in referring to this condition I am not in any way reflecting upon any particular party or organization. But this is the situation which obtains in the City of San Francisco and has obtained for some time past. They have there two general divisions of the people. There has been more or less feeling in times past, but, however, that has nothing to do with this question or any phase of it. But the general situation is like this. You have two general divisions of the people of a great city, into labor and anti-labor forces. They are pretty evenly balanced, that is, each division is able to secure at a municipal election about 40 per cent of the vote. A sharp line is drawn between these two elements, that is, the labor and the anti-labor forces. The labor people put up a ticket and they are able to register at a municipal election just a little more strength than the opponents. Suppose, by way of illustration they are able to poll, say, fifty-one per cent of all the votes cast. What is the result? Out of the nine members of the legislative body, they do not merely succeed in electing fifty-one per cent of its members, but they secure 100 per cent. In other words, they elect the entire ticket, which means that the remainder of the people, representing other interests and other lines of thought, such as the merchants, employers and commercial men of the city, are absolutely unrepresented on the legislative body. They have no representation whatever. Now, I am satisfied that the other side would concede that that is neither just nor right, and cer-

tainly it will never be satisfactory, because at the next election, the pendulum is likely to swing the other way, and instead of getting a real democratic representation in either event we find a strong minority faction securing control of the entire legislative body. Our city councils should be representative of all the people and not merely a part of the people.

President Butcher: Is there anyone else who has anything to say upon the subject?

Mr. G. Gordon Whitnall, Secretary Consultant, City Planning Commission, Los Angeles: May I add just one thought upon a subject that none of the gentlemen have talked upon to-day? Assume a legislative body of nine, and assume for the moment that one of the successful candidates at the election has been elected on, let us say, a municipal ownership ticket. Upon being seated in the legislative body, under the present plan, he, if he is a normal human being, desires to be returned to that body at the next election, and it is perhaps by a fluke that he was elected in the first place on the municipal ownership platform. If he wants to go back to that party the next time, he must straddle the fence, he must compromise with everybody in order to please the greatest number possible during the period of his office, so that when he goes back for re-election he may have a sufficient number to re-elect him. In other words, under the present plan, you put the incumbent at the disadvantage and prohibit him from expressing the character that he may have in him, the principles that he represents, because the more he sticks clearly to his principles, the less chance he will have of return. Now, under a plan of minority representation, that same man would be elected by that group of people in the city who, with him, felt that municipal ownership is a good

principle. They would be the ones that would elect him. That man could not be elected under the plan of, as I say, of straddling the fence and toadying everywhere during his two years of incumbency. No. He would only be returned if he made a clean-cut record under the very principles upon which he had been elected, knowing full well that unless he did live up to his platform 100 per cent, the very people who put him in would not again put him in. He is not dependent upon 100 per cent of the voters of the city to return him; he is dependent upon a group of people who believe in the principle upon which he was originally elected, and he can express his full principle by sticking clearly to the issue, and knowing that by so sticking to the issue and being the man he said he would be at the time of his election. In other words, the plan brings the best out of a man instead of forcing the worst out of him in public office.

President Butcher: Next in order, and a part of the same discussion as indicated on the program, is a discussion of "Preferential Voting" by Mayor S. L. Berkley, of Santa Monica.

Mayor Berkley: The principle of preferential balloting is to give the majority rule, not attainable under plurality voting. Someone has said in times past that if you will give me a united minority, I will secure the rule, and it has happened time and again, because you can always depend upon a majority to divide here and there and yonder. For instance, you take one man in a given community, Santa Monica, for instance, who has a thousand votes. Under the old form of balloting, almost certainly that man will be elected, because on the other side, those opposed to him are scattered, and John Smith thinks he can run and Bill Jones and Tom Brown, and the result is that the four thousand votes of Santa Monica

are scattered, and the one thousand man is elected.

Now, it is obvious that that man does not represent a majority of the people. So then Mr. Bucklin, who instituted the preferential ballot in Grand Junction, Colorado, had this one thought in mind, to establish what might be a majority rule. And Professor Hare, of Harvard, had the same thing in mind. And in this country to-day, I could not find from any data at my command, the exact number, but I think there must be thirty or forty different cities throughout our country at the present time that have some form of preferential voting. Just for your information, let me mention some of them: Pueblo, Colorado; Duluth, Minnesota; New Iberia, Louisiana; Colorado Springs, Colorado; Portland and Le Grande, Oregon; Cleveland, Ohio; Cadillac, Michigan; St. Petersburg, Florida; and the commission government of the State of New Jersey is in that form; Utah, North Dakota, Washington, Wisconsin, Minnesota, and others have the preferential ballot as an incident in their primary election.

It is thought by those who endorse the preferential voting that it will do away with the primary, as Mr. Criswell has said they attempted to do in Los Angeles, and that in one vote under the preferential system the people have a chance to express their choice in a way that will give as near a majority as possible.

Now, it is obvious, too, that in a primary election such as we have in many places in California, the majority does not rule, because the primary is a sort of a sifting process, theoretically. It is notorious that the primary does not bring out the vote of the people. I know in Santa Monica that no man on the ticket, if he had been elected at the primary, as, for instance, the Sheriff of our county was, actually had the majority of the people, or a large portion

of the people voting for him, since a large portion of them did not vote at the primary as they did at the General Election. Because of this fact that they did not do their civic duty and go to the primary, therefore they did not get a vote at all, and had no voice whatever in the election of certain officers. The primary is the sifting that brings out those who are the highest in the minds of the people, and then at the general election the choice of two is made. But that certainly is not an election by a majority of the people.

So that preferential balloting is intended for the purpose of purifying politics and enabling the majority of the people to rule, instead of an organized minority. The minority, you know, especially if they are people who have some selfish interest to serve, will have behind them a certain united backing.

Now, I have looked with great interest into the faces of all of you people who have been in this convention, and I imagine (and this is not intended to be fulsome flattery at all) there is not in the whole State of California a more representative body of people than those who come here, and there is another thing that is evident to me, friends, and that is that you would not be here if you were not interested, because I don't believe you come for the sole purpose of having a junket or being entertained, but you have actually come to absorb, and the number present here this morning is an indication to me that the expense money used by you to come is amply justified. And these matters which have come before us have been pleasing, and I have been intensely interested in the discussion after each subject is presented by its proponent.

To sum up, the merits of preferential voting, such as we use, is that a majority either chooses, or the larger portion has a chance to express their preference in the

matter of voting. And another thing about it is that it does serve to give a conscientious man a chance, because every man feels that he would like an opportunity, if he is in a fight for a certain office, to win that office for the sake of the principle that he represents. Another effect of it is, as I have noticed in our own town, that it practically prevents mud-slinging. Because if a given man is running for office, and there are several others running for the same office, each fellow is mindful of his second or third choice vote, many of which he may lose if he proceeds to sling mud at the other candidates. In our three elections under the system in Santa Monica, there has been an actual absence of mudslinging.

The Grand Junction, Colorado, system of balloting differs from ours. I don't know what our system is called, but I think a modified Bucklin. I think Los Angeles is different, too. At the first election in Grand Junction, following the adoption of this rule in 1909, they eliminated the low man. In that election, as I recall it, there were eight possible candidates before the people, and the last man of the first choice vote actually was elected. He would have been eliminated under the system of elimination of the low man. That is an illustration of the fact that it is hardly fair to go through with that process of elimination.

Now, I want to be frank about it and say that I have thought that I didn't care much for the preferential voting, and I have fought it for this reason, that it did not seem possible or sensible to me that I can actually vote a first choice and actually vote a second choice vote and have one mean as much as the other. If I have a second choice vote, I have thought it ought not to have more than half the value of my first choice vote. So my thought has been that if we only had one vote that counted one,

that for first choice, and our vote for second choice counted half a vote, and our vote for third choice a third of a vote, and so on, that it might be better. And yet I don't know—it has worked out pretty well down there, and we have secured some pretty good talent—if you will pardon my saying so. And the object and aim of it all is, and what you all want, and I know you want it, is a purification of political life, and you want to be in a position where you can do the most good for your people, and if you can just accomplish that, and the preferential ballot is what can be used to accomplish it, I think we will have gone a long way toward making municipal life better.

Mr. Criswell: Inasmuch as Mayor Berkley said that he thought we were making a mistake in Los Angeles because we were advocating the dropping of the low man, or at least criticized the principle, I want to call attention to one or two facts in connection with the charts he has produced here for us to look at. This one represents the first election, and less than forty per cent of the voters expressed a second choice. At the next election there was a still smaller percentage, and at the last election there was yet a smaller percentage. Why was that? I think I can show you why that is from these very sheets. Here is this man who was low down in the count, and I should judge that practically every one of the second choice votes of voters who voted for "A" were for this man, and so their second choice votes elected that low man and defeated their first choice, and there isn't one of those fellows ever going to vote a second choice vote again. They won't do it. Now, if their second choice votes were not counted, so long as their first choice candidate was in the running, then every one of the entire 1,656 would have no scruples against expressing

a second choice. That is what we are trying to reach by dropping out the low man, the man who has such a small percentage of the vote, the first choice vote. I just make that statement to you because Mayor Berkley said he thought we were on the wrong track, and I think his own charts show that we are absolutely right in the plan.

Mr. V. R. McLucas, City Attorney of Santa Monica: Will Mayor Berkley state what has been our experience in Santa Monica as to whether the second and third choices are detrimental to the incumbent who is a candidate for reelection?

Mayor Berkley: They have not been.

Mr. McLucas: Is it not the fact that the supporters of the incumbent, the

active supporters, will single-shot their votes?

Mayor Berkley: The active supporters will, yes.

Mr. McLucas: And is it not also the fact that, by reason of the second choice votes of those voting for the stronger first choice candidate, the second choice candidate is elected? I ask these questions because I think it has been the experience of those who use the preferential ballot that occasionally a candidate is elected by second choice vote who could not be elected under the plurality system, and the objection is raised that he was elected by the supporters of the first choice candidate. Has that been our experience?

Mr. Berkley: Yes.

NEW LEGISLATION RELATING TO MUNICIPALITIES NOW PENDING AT SACRAMENTO

Assembly Bill No. 220

This is a measure to repeal the Local Improvement Act of 1919. The meritorious features of this Act have been incorporated in amendments to the 1911 Act, wherefore there was no necessity for incumbering our statute books with the Act of 1919.

Assembly Bill No. 227

A proposed amendment to Section 852 of the Municipal Corporation Act, so as to make the marshal of sixth class cities an elective officer instead of being appointed by the Board of Trustees. Prior to 1910 the marshal was one of the elected officials. The law was changed at the request of the League of California Municipalities, many cities complaining that an elected marshal virtually exercised a veto power on the Board of Trustees. Letters have been sent out to all cities of the sixth class requesting them to communicate with their representatives in the Legislature and urge the defeat of this bill.

Assembly Bill No. 230

This is a proposed new franchise act

and provides for the so-called indeterminate or perpetual franchise. It was introduced two years ago and was only defeated by a small vote. Among other things, it proposes to take some of the powers now vested in local authorities and transfer them to the Railroad Commission. Furthermore it would repeal those sections of the Civil Code which now require street railroad companies to pave the street between their tracks and two feet on either side. The bill was given very serious consideration by the City Attorneys Associations of Northern and Southern California, also by the Legislative Committee of the League. While realizing that the indeterminate plan has advantages for all parties concerned, representatives of the cities were opposed to transferring further powers to the Railroad Commission without more thorough consideration. The unfairness of compelling the street railway companies to bear the entire burden of constructing and maintaining a large portion of the pavement was likewise conceded, especially in view of the fact that the benefits of the pavement are

CHAS. T. PHILLIPS

CONSULTING ENGINEER

SAN FRANCISCO

STREET LIGHTING EXPERT

enjoyed by their competitors, to-wit—automobiles and motor busses.

However, two wrongs do not make a right, and it certainly would not be right to make the cities bear this burden. The street railway companies monopolize a certain portion of the street; moreover, the vibration of the rails quickly destroys any kind of pavement, necessitating frequent reconstruction and repairs. Apparently the burden is such as should be shared jointly by the municipality, the street railway, and the automobile, and some plan involving a joint sharing of the expense would undoubtedly be acceptable to the municipalities.

It is, perhaps, unfortunate that the public utility corporations did not act upon the suggestion made two years ago and co-operate with our Legislative Committee in the preparation of a new franchise act. The city officials are thoroughly cognizant of the fact that private corporations have certain rights under law which must be respected, and that those who invest their money in enterprises of this character are entitled to a fair and assured return on their investments. Nevertheless, the interest of the public is paramount and superior to the interests of the few, and public officials are charged with the primary duty of looking after the interests of the public and protecting their rights.

Assembly Bill No. 231 is a companion measure to **Assembly Bill No. 230** and would amend the Public Utility Act so as to harmonize with the new Franchise Act.

Assembly Bill No. 254

This is a measure designed to amend

Section 18 of the Street Improvement Act of 1911 by providing that failure of the city council to grant an extension of time to a contractor before the time fixed in the contract has expired will not necessarily invalidate the contract. Instances are recorded where the contractor has made an application for an extension of time only a day or two before the expiration of the time fixed in the contract, and owing to the absence or sickness of some of the councilmen, it has been found impossible to grant the extension before the original time has expired.

The courts have held that this nullifies the contract. It certainly operates as an injustice on the contractor. For all hazards of this kind the "dear people" are obliged to pay by exorbitant prices.

Assembly Bill No. 255

Involves an amendment to Section 27 of the Improvement Act of 1911 by striking out the provision for fifteen dollars attorney fees and substituting in lieu thereof such fees as the court may deem reasonable. It also provides that if the court finds an unnecessary number of actions have been brought, the court may allow costs for one action only.

Assembly Bill No. 415

Amends Section Four of the Improvement Act of 1911 by providing that in case the expense of the work is to be assessed on a district, such district may be described by specifying the exterior boundaries, or giving the numbers of lots and blocks contained therein according to any official or recorder's map, or by showing or referring to a

printed drawing or plat indicating the exterior boundaries of the district. As the law now stands, it is necessary to describe such a district by metes and bounds, including courses and distances. This method of describing a district is more confusing than enlightening to the average person who is unfamiliar with engineering terms, and if the district can be shown by simply printing a plat and giving the exterior boundaries, a property owner could see at a glance whether he was included in the district or not.

Assembly Bill No. 445

Is a measure designed to amend Section Thirty-two of the Public Utility Act, so as to prohibit the Commission from imposing the "ready to serve" charge against a municipality.

In a number of recent decisions, and particularly a decision granting an increase of rates to the East Bay Water Company, the Railroad Commission imposed this so-called "ready to serve" or "stand by" charge against municipalities as such. The charge is payable out of the general treasury of the cities, and is based on the theory that a water company is rendering a valuable service simply because it is standing by and ready to serve a municipality in case of extraordinary emergency such as a fire. Heretofore payment for any such service has been concealed in the rates charged, and the imposition of a "ready to serve" charge transfers this burden from the consumer to the taxpayer.

The attorneys for the East Bay Cities took the case to the Supreme Court and contested the validity of the "ready to serve" charge on several grounds, but principally on the ground that it involves an interference with municipal money and was equivalent to the imposition of a tax in violation of the constitution. The Superior Court sustained the Commission.

Regardless of any legal question, the members of the Railroad Commission contend that the ready to serve charge is equitable and just—holding that the taxpayer and not the consumer is benefited by the fact that water is available for use to protect his property in case of fire. They contend that this service should be paid for by the taxpayer on the

same theory that he now pays for the cost of maintaining the fire department.

On the other hand, the city attorneys contend that there is no more justification in imposing a "ready to serve" in favor of a public utility than for any other line of business, and a butcher or grocer would be just as much entitled to add a certain percentage to his monthly bill on the theory that he was obliged to keep certain goods in stock and be ready to serve his customers in case of demand.

Again, the "ready to serve" charge imposes an added burden on the owners of vacant lots, whereas a vacant lot requires no service in case of fire as there is nothing to burn.

However, aside from any justice or injustice of the claim, the city attorneys admitted that their principal ground of objection was based on the matter of policy. Nearly all of the cities have a tax limit and owing to the depreciation of our currency it has been found necessary in recent years, in order to perform ordinary municipal functions, to impose the limit, to-wit \$1.00; in fact many cities and towns have found it difficult, if not impossible, to carry out the ordinary duties expected of town government under any circumstances, and in the face of this situation, to have the Railroad Commission put its hands in the local treasuries and take the much needed funds for some public utility was very objectionable, and naturally resented.

The "ready to serve" charge has been imposed in several other states, but in most, if not all of these other cases, the water-works are municipally owned, wherefore the imposition of such a charge does not mean anything. In the East Bay Water Cases the Railroad Commission allocated ten per cent of the revenue to a "ready to serve" charge. In one Wisconsin case (that of a municipally owned plant) a "ready to serve" charge was imposed which represented sixty per cent of the revenue. There is nothing to prevent the Commission from doubling or trebling the "ready to serve" charge or even taking half the city's revenue raised by taxation, and turning it over to a public utility company.

The legislative bodies of the various

cities and towns throughout the State are urged to give this matter serious consideration, and if they conclude that the "ready to serve" charge is wrong, inform their representatives at Sacramento and urge their support to Assembly Bill No. 445.

Assembly Bill No. 446

Involves an amendment to Section 883 of that portion of the Municipal Corporation Act governing cities of the sixth class by providing that a justice of the peace may at the same time hold the office of recorder.

Assembly Bill No. 504

Involves a number of amendments to the Improvement Bond Act of 1915, and are designed to clarify certain provisions of the Act which are now more or less uncertain.

Assembly Bill No. 741

Proposes an amendment to Section 42 of the Improvement Act of 1911 by authorizing the payment of ten dollars a day to inspectors of street work. The limitation now placed by law is five dollars per day.

Assembly Bill No. 874.

An amendment to Section 23 of the Improvement Act of 1911, which would provide that the first lien imposed for street assessments shall have priority over all subsequent liens. Not long ago a decision was rendered to the effect that the last lien should be first. In the opinion of a majority of the city attorneys this principle operates to the disadvantage of the contractor installing the first improvements and it was felt that the same principle should apply which now applies to mortgages, to wit, that the first liens imposed should have superior rights over subsequent liens.

Assembly Bill No. 875

Involves amendments to those sections of the Improvement Act of 1911, relating to the foreclosure of delinquent bonds and providing an alternative method of foreclosure.

Assembly Bill No. 876

Is an amendment to Section 28 of the Improvement Act of 1911, and provides a method for reassessment in case the first assessment should be void. Provision is made for proper notice and hearing before the city council, as a condition to the making of any reassess-

ment. This is a much desired amendment to the law as it provides an additional assurance and safety to a contractor who has performed his work in good faith in pursuance of proceedings which he had every reason to suppose were legally taken.

It frequently happens, that, despite the utmost care, fatal errors will occur in street work proceedings for which neither the contractor or the city attorney may be responsible, but which, nevertheless, make the proceedings absolutely void and deprive the contractor of his right of compensation for his work. It might have been a typographical error in the resolution of intention or a failure to post a notice on some little cul de sac, errors which will occur despite the utmost care. The publisher of the resolution of intention generally uses the same type to print the notices of improvement and, in transferring the type it occasionally happens that a line is transposed or dropped on the floor. Unless discovered this will make the proceedings fatally defective and deprive the contractor of his right to collect the assessments. Another illustration—the law requires notices to be posted on every street in the district, and it has happened more than once that the poster has overlooked some small street, thus invalidating the proceedings, an error for which the contractor is absolutely blameless. Errors of this character are such that the attorneys who investigate the proceedings cannot possibly discover them, and they are found only after the work has been all done and completed, and some unscrupulous property owner comes forth and proves the failure to post on his street.

Street improvement under our Statutes will continue to remain expensive until we remove such hazards and give assurance that the contractor who performs his work in good faith and on the assumption that proceedings have been taken in the course with law, will be paid for his work.

Assembly Bill No. 902

Proposes to amend Section 24 of the 1911 Act relative to the method by which a contractor makes his demand for payment. Among other things, it is now necessary for a contractor to go out and make a speech to a vacant lot, and every

one will admit this is a piece of "tomfoolery." Again, it provides that payment may be made either to the contractor or to the Superintendent of Streets. Proposed bill declares definitely to whom payment should be made.

Assembly Bill No. 903

Is another amendment to the Street Improvement Law and is directed to a modification of Section 3 of the Improvement Act of 1911, by providing that the city council may modify or change the grade at which the work is to be done and provide for such change or modification in the resolution of intention. This is a desirable amendment and will help to simplify procedure.

Assembly Bill No. 1109

Has a companion bill in the Senate (Senate Bill No. 672) and provides for an amendment to Section 20 of the Improvement Act of 1911 relative to the assessment of school property. It is designed to provide that the assessment for improvements in front of school property shall be paid by the school district and not by the municipality.

Assembly Bill No. 1137

Involves an amendment to Section 852 of the Municipal Corporation Act governing sixth class cities by providing that the electors by an initiative ordinance, may provide for the appointing or employing of a city manager. Unfortunately, some of our legislators do not look kindly upon this bill and in all probability it will die in committee unless a strong demand is made for its enactment.

There is a feeling on the part of some members of the Legislature that, while a city manager may be all right for municipalities of considerable size, the plan is not suitable for cities of the sixth class.

Assembly Bill No. 1165

Is another amendment to Section 20 of the Improvement Act of 1911, and is designed to accomplish the same ends sought by Assembly Bill No. 1109, to wit, to relieve the municipality of the liability for paying for assessments for street work done in front of school property.

Senate Bill No. 53

Is an amendment to Section 498 of the

Civil Code by striking out that section which requires street railway companies to pave the street between their tracks and two feet on either side thereof. For the reasons aforementioned this bill should be defeated, or at least modified so as to provide a more equitable distribution of this burden. While it may not be fair to place the entire burden on the street railway companies, it is certainly not right to make the cities bear it. The vibration of the rails is constantly destroying the adjacent pavement. This being the fact by what method of reasoning can it be justly transferred to the municipality?

Senate Bill No. 249

Is an amendment to Section 1 of the Street Opening Act of 1889, so as to provide that one or more streets may be included in one proceeding.

Senate Bill No. 251

Is an amendment to Section 17 of the Improvement Act of 1911 by specifying the proportion of incidental expenses to be advanced by the contractor at the time he signs up the contract. The amendment would provide that he must advance only those expenses which have been incurred up to the time he signs the contract, and does not require him to pay for incidental expenses not yet incurred. The only exception is in reference to the estimated expense for inspectors fees—he is also required to advance that expense as there is no other way to meet it.

Senate Bill No. 459

Is an amendment to Section 10 of the Improvement Act of 1911 which would authorize the municipality to present a proposal and take over a contract for doing the work in case no bids are received at the first invitation. Among other things the bill provides that the municipalities shall be entitled to all the profits accruing from the contract, but nothing is said about losses.

Senate Bill No. 934

Proposes an amendment to Section 394 of the Code of Civil Procedure so as to provide that whenever a municipality or county is party to a civil action they will have the same right to transfer the case to an adjoining county as is now enjoyed by the other party.

HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary California State Board of Health.
Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles.
Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.
Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

CALIFORNIANS PROMINENT IN PROMOTING THE PUBLIC HEALTH.



Fred Wm. Browning, M. D., Secretary-Treasurer, Health Officers' Section of League of California Municipalities and city health officer of Hayward.

FRED WM. BROWNING, M. D.

Dr. Browning is one of the organizers of the Health Officers' section of the League of California Municipalities, and he has never missed attending the annual meeting of the section. He has served as health officer of Hayward for the past decade and his success as a public health administrator is demonstrated in the recent Health Day in Hayward. The mayor of the city declared a holiday, the stores closed and the program for the entire day was devoted to health conservation, especially child health conservation. This is the first established municipal health day on record and the credit for it is due to the tireless efforts of Dr. Browning. As secretary-treasurer of the health officers' section Dr. Browning is in close relation with the health officers of the State and is conversant with the many and varied health activities of the State.

Stimulating Birth Registration.

Dr. J. L. Pomeroy, health officer of Los Angeles County, has devised a new method for determining if births have been registered with his office, as required by law. A postal card is now mailed to each parent, the birth of whose child has been officially recorded. Failure to receive such a card is evidence that the physician has neglected to file a certificate of birth. The parents are supposed to notify the county officials of such laxity. Since failure to register the birth within thirty-six hours constitutes a misdemeanor, the new system has had the effect of stimulating prompt and thorough registration.

Will 1921 Be a Malaria Year?

Owing to the fact that this has been an extremely wet season there will no doubt be many more pools of standing water than usual, where mosquitoes may find a breeding place. Dr. Iglick, health officer of Orland, has issued a warning to the people in his community, advising them to make every effort to prevent the breeding of mosquitoes in the community. Such advice is timely and should be followed in all communities where malaria is or has been prevalent.

San Diego's Children's Teeth Examined.

The dentists of San Diego recently devoted a day to the examination of the teeth of more than 10,000 children in the public schools. From one to three dentists went to each of the grade schools examining the teeth of all the children from the kindergarten through to the 8th grade. Reports of decay, crooked teeth, and other dental defects were made to the parents of the pupils. A similar inspection of San Diego public school pupils, made last year, showed that 85 per cent of them needed dental attention. The same percentage of

children in other cities are undoubtedly in need of similar attention. The correction of these dental defects will result in improved health in that this will prevent the development of possible physical handicaps in later life. The teeth of every child in the State should be examined periodically in order that dental defects may be discovered and corrected early.

California a Good Place for Infants.

The California infant mortality rates are the envy of nearly every State in the Union. This is true of the rate for the State and also for the rates of many California cities. San Francisco, Oakland and Berkeley have as low infant mortality rates as any cities of their size in the country. A few years ago the State rate was high and it is only during recent years that the decline has been rapid. Better care for infants, pre-natal attention, fewer deaths from gastro-intestinal disturbances and the beneficial effects of the California climate have all contributed to the decline in the rates. Following are the infant mortality rates for California since 1906.

Years—1906 - 160	Years—1914 - 86
1907 - 139	1915 - 74
1908 - 128	1916 - 73
1909 - 113	1917 - 78
1910 - 116	1918 - 83
1911 - 101	1919 - 70
1912 - 100	1920 - 76
1913 - 99	

Leprosy.

The Secretary of the State Board of Health, Dr. Walter M. Dickie, has written to every health officer in the State asking that the board be furnished immediately with the name and address of every leper within the State in order that arrangements may be perfected for transferring of such persons to the newly established Federal Leprosarium at Carrville, Louisiana. The burden of caring for lepers by the counties, as required by law, has been extremely irksome for many years. Most counties are not equipped for permanently isolating cases of leprosy. The result has been that lepers have been passed from one county to another; some of them have been able to escape without difficulty, owing to the fact that the counties concerned have not been able to provide guards night and day. As soon as the census of all lepers in California is completed, arrangements will be made with the Federal Bureau for the transfer of these patients to Carrville.

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ADDITIONAL NEW ORDINANCES RECEIVED.

Gift Enterprise, Voting Contest or Scheme Depending on Chance, making it unlawful to give prizes or money on any such enterprises. Sacramento 3194.

Curfew Ordinance. Sunnyvale 3195.

Plumbing Ordinance, creating office of Plumbing Inspector, establishing rules for plumbing and making connections with the sewer system. Dinuba 3196.

Pool or Billiard or Card Parlors, regulating business. Modesto 3197.

Street Closing, providing for. Orland 3198.

Street Work, making it unlawful to plow, harrow, cultivate or remove any soil from certain portions of street. Lompoc 3201.

Plumbing Ordinance, general regulations. National City 3202.

Dance Halls, regulating. Oakland 3204.

ZONING AS A PART OF CITY PLANNING

By T. W. WATSON,
City Manager of Glendale.

Mr. Chairman and Delegates:

I am glad to note that my paper has been placed on the program between two papers on the subject of city planning, for the reason that I will dwell largely on that subject.

We who represent the young cities of Western America with our problems of city planning that are mostly along the line of new construction and development may take a lesson and encouragement from the fact that the European countries that have suffered the wholesale destruction wrought by the great war have lost no time in meeting their problems of reconstruction with adequate plans and laws for the rebuilding of their cities.

The French have enacted a law which provides that every city and town of more than ten thousand inhabitants shall have a plan made for its improvement within three years after the passage of the law and that any town or any part of any town, regardless of its size, that has been destroyed by fire, earthquake or any act of war, should have a plan made for its improvement and suggestions made for its extension within three months after the passage of the law. There are 3500 towns and villages in France affected by this law.

Their platform is one of reconstruction after having suffered the great losses of war; our problems are mostly those of new construction and we approach them without having suffered those tremendous losses.

Intelligent and careful planning is necessary to the attainment of economy and efficiency in construction of any sort and very much so in the construction and development of a city. The exercising of ordinary foresight in the

development of the city as pertaining to its residential, commercial and industrial interests is another way of expressing what is meant by zoning.

Every city should have a city planning commission. This is a work that is well worth the effort of the best citizens of any community and there should be no trouble in enlisting interest therein. Zoning should really be taken up as a part of city planning and handled through the regular city planning commission. A great deal of valuable work in city planning may be accomplished by commissions made up of representative citizens who gladly give their services to the city in this way without compensation. It is our observation, however, that all such committees need at least one member who shall work under salary and who will therefore be in position to give the various matters that come before the commission consecutive and continuous study and will also expedite the work of the several sub-committees and in a measure plan the general work of the committees. This person should be by all means one who has had some experience in city planning; a city planning expert is preferable. A liberal appropriation should be made to cover the expense incident to city planning. A large portion of the work of a city planning commission can be accomplished through the local city engineer's office and every city planning commission should take full advantage of such facilities.

During the six and one-half years that we have served as City Manager of Glendale we have taken an active interest in city planning. Working through civic bodies, special committees and public-minded individuals, we

have been enabled to carry on some very definite work along this line. However, if the City of Glendale had had during this period an active city planning commission working continuously to develop a general city plan and to facilitate the carrying out of such plan much more could have been accomplished. We must say, however, that the great war made it necessary to practically suspend active work along this line for a considerable time during this period.

The larger portion of our efforts along the line of city planning during this period has been in the developing of the street system. We have brought with us a small map of the City of Glendale with the major street system including existing and proposed streets outlined thereon in heavy lines. We have done this with the thought that our experience and the results obtained thus far would be of interest to delegates and might assist and encourage some who have like problems.

We found that Glendale, although a comparatively well laid out town, required a great deal to be done in order to perfect a system of traffic boulevards as you see it outlined on the present map. Before this system is complete as you see it on the map, there will have to be carried out by the city no less than twelve street opening and widening proceedings affecting the major streets and from fifteen to twenty proceedings affecting the minor streets. Four opening and widening proceedings affecting these major streets have been brought to successful conclusion. The city has acquired jurisdiction in two other proceedings that are now pending; proceedings have been ordered by the Board of Trustees for two others and a petition has been filed with the Board for another. Six opening and widening

proceedings have been completed affecting the minor streets and there are petitions being circulated now for the opening and extension of five others. From this you can readily see that the plan is being successfully worked out.

In addition to developing the street system by means of legal proceedings, we find that those who are engaged in subdividing the vacant territory both within the city and adjacent thereto are quite willing to consult with the city and to conform in a large measure to the general plan.

We do not expect when this work is completed to have a system in every particular as you see it laid out on the map before you, but from experience thus far we are confident that the larger portion of the plan will be successfully carried out.

As a means of enlisting public interest in the plan we have had it set forth in the form of a circular with a reproduction of the boulevard map in the center thereof with a paragraph explaining eleven of the specific projects that form a part of the general street-opening plan. We have found that greater success could be had in each of the individual projects which form a part of this general plan when the property holders, who will be assessed respectively to pay the cost of the several openings, realize that together they form a general scheme for developing a boulevard system that will serve the whole city.

In this connection we will be much interested in the discussion tomorrow morning in the Normal School Auditorium on the subject of "Excess Condemnation with Particular Reference to the Opening and Widening of Streets," led by G. Gordon Whitnall, Secretary-Consultant to the City Planning Commission of Los Angeles, and Hon. Louis

Bartlett, Mayor of Berkeley. We have long felt that legislation should be had along these lines with the view of lessening the expense to the property holders of such important work as we have just been describing. We have thought also that some practical means should be provided whereby the entire city would pay a considerable portion of the expense thereof.

It is not our purpose here, however, to go into the general subject of city planning, except to say that the arguments presented herein in favor of zoning are equally applicable to city planning.

Zoning is municipal economy. Property values are derived largely from the use property is put to. The dedication of property to certain uses and the protection thereof in such use stabilizes the value thereof. From this standpoint every city should have a general zoning scheme. The residence sections should be protected against the establishment therein of institutions and businesses that would be detrimental thereto. Glendale, like a large number of California cities, is chiefly a city of homes, and we find that there is a strong and growing sentiment in favor of protection to the residence sections.

From the standpoint of economy zoning should be applied to the commercial districts also. Very often business centers are located where they are not best situated in relation to future growth and as the city expands along the natural lines of its development it is found that business centers move and property values in the older business centers depreciate, whereas if the commercial needs and development of the city and surrounding districts that are to be served eventually were taken into consideration early in the development of the city a large portion of such loss

could be avoided. The commercial districts are very often spread out over too large an area, resulting in a great deal of property within this area lying dormant by reason of the fact that it is not needed for commercial purposes and is not desirable for residential purposes.

The same might be said of that portion of the city that should be devoted to industry. Industries should not be allowed to locate here and yonder at will throughout the city. Each industry thus located, isolated as it were from other industries, becomes detrimental to the value of surrounding property for residential purposes; also it is more expensive to serve such industry with the utilities that it requires. Most industries require shipping, transportation and power facilities in excess of that required by residential districts. If these industries are grouped in one section of the city or in several large groups, they can be served more economically than if they are scattered all over the city. That is to say, a group of industries located near the main railroad lines serving the city and the main traffic boulevards can be served with traffic and transportation facilities at a less expense both as to outlay for equipment and for operation than if they were scattered throughout the city and located without reference to their needs in this respect. The same also applies to serving such utilities with electric energy and gas for power and heating. This is a material point and should have due consideration.

If there were no other factor to be considered except that of economy, zoning would be worth while. We must consider, however, from the standpoint of the city beautiful. We should look upon our cities as we do our individual homes. Our civic pride should lead us to develop our cities with the same

thought of beauty and attractiveness as we have in the building and beautifying of the private establishments which make up the city as a whole.

The attractiveness of the individual home and surroundings largely determines the character of the city as far as esthetic beauty is concerned. When the individual home builder realizes that the conditions prevailing in the neighborhood in which he chooses to locate his home are protected from the encroachment thereon of institutions that will change the character of the neighborhood and make it an undesirable or unattractive place for him to live, he will feel more encouraged to make the necessary investment in an attractive home and grounds. In fact, experience teaches that after a residence neighborhood has developed to a certain point and is then threatened with the establishment therein of undesirable institutions that the growth and development of the neighborhood as a high class residence district practically ceases. We are told that the experience of New York City in this respect was quite positive in that districts in which the growth for the above reasons had practically ceased took on new life as soon as they were protected by zoning laws.

The City of Glendale has been growing rapidly during the last ten years. The federal census shows that it is about the fastest growing city in the United States. The percentage of growth during the ten-year period covered by the last census was 393% and it is growing at a more rapid rate at the present time. This development is almost entirely residential. Up until a short time ago there had been no expressed desire on the part of the people for laws and regulations governing this development. Within the last year,

however, there has been considerable discussion along the line of zoning. This has been brought about by the fact that applications come before the Board of Trustees from time to time for the establishment of institutions of various kinds that are objectionable in residence districts.

The extension of the city's boundaries westward to include territory bordering for four miles on the Southern Pacific Railway's right-of-way, also through which is extended the San Fernando Road, one of the main State highways for motor vehicle traffic, has opened up the way for the establishment of an industrial district in this section. Two small industrial districts have been established therein by ordinance. The Board of Trustees has, however, appointed a zoning committee with instructions to study the entire matter of zoning as pertaining to residential, commercial and industrial development of the city and present its report with recommendations.

The zoning committee has found it necessary to take up some matters which bear more directly on city planning. For instance, it was found necessary to take up the consideration of the street and boulevard system of the city as a foundation upon which to build the zoning scheme. Fortunately considerable had previously been done along this line and the committee found a well-developed plan at hand, as we have already set forth.

The City Engineer has prepared for the committee a map of the entire city and vicinity indicating in colors the residential, commercial and industrial sections as they now exist.

The committee found no difficulty in deciding on the location for future industrial development. It seems to be generally conceded that this development

should be along the western boundary of the city, where most of the transportation facilities are located. This is set forth on the map by the three districts in brown. Our committee has invaded the City of Los Angeles somewhat in its plans, as indicated on the map before you, by the large section in brown to the west of the Southern Pacific tracks. This area is mostly within the boundaries of the City of Los Angeles, but it well adapted for industrial purposes and will no doubt sooner or later be developed along that line. In planning for industrial development, the City of Glendale has one great advantage, in that it is anticipating such development.

It was not difficult to determine where the commercial district of the city should be located. The endeavor was to follow the present development in this regard as near as possible. This

led to the establishment of the commercial district along the main thoroughfares in such a way as to connect the several existing business centers and to provide for the extension thereof along these main business streets. The committee has about completed the laying out of the commercial districts.

Establishing residential zones requires considerable more time on the

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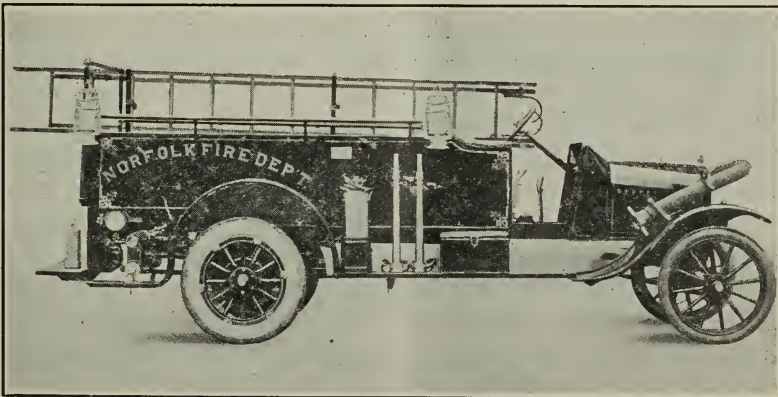
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part of the committee. The lines of division between the several classes of residential development are not now clearly marked. In fact it might be said that there are no such divisions. Practically all of the development thus far has been that of the one-family residences. Of late, however, a few apartment houses and bungalow courts have been built and it will no doubt be necessary for the committee to define a zone in which this development may take place. The committee will probably hold meetings in the several residential sections to discuss with the residents and property holders thereof the character of residential development that would be best suited to the respective sections and to ascertain the desires of those most interested in regard thereto.

In addition to establishing the three general zones, namely, industrial, commercial and residential, with such subdivisions thereof as seem advisable, the committee will probably recommend restrictions as to the area that might be covered by buildings therein, also the height of buildings thereon as a further protection in the residential districts.

The next step will probably be to hold meetings in the several residential sections to discuss with the residents and property holders thereof the character of residential development that would be best suited to the respective residential sections and to ascertain the desires of those most interested in regard thereto.

The foregoing will indicate that our city has at least made a good start in City Planning and Zoning.

MANAGING MUNICIPAL WATER WORKS

Every municipal water department should be conducted as a separate "administrative entity" and should be entirely separated from the general city government. Such a policy necessitates the conferring of broad and extensive powers upon the administrative body, such as are usually exercised by a private corporation engaged in supplying water for public uses.

The division of authority between the body administering the water plant and the officers conducting the general city government has not proved workable and does not contribute to efficiency in either department. The business of supplying water when conducted by a municipality is first and always only a business and should be managed and conducted solely as a business, not for the purpose of obtaining the largest possible revenue, but to attain the greatest possible efficiency

and to supply, at a moderate charge, all public requirements. Being a business, questions of general public policy and civic improvement, ethical and moral laws and regulations find no proper place in the operation of a water system. The persons chosen for constructing and operating a municipal water plant should be chosen for their technical knowledge of the particular enterprise which is to be committed to their charge. Knowledge of the broader questions of municipal government in no way qualifies individuals with the technical knowledge to successfully operate a water-works system.

An attempt to operate the water system as a distinct part or branch of a general scheme of municipal government whether that government be conducted by a political body elected in the manner generally prevailing throughout the

United States, or by commissioners under some modification of the city management plan, will usually fail of achieving the efficiency which otherwise would be obtainable, for the reason that general city officers, or the officers conducting the general city government, are chosen from time to time upon issues involving questions of ethics and morality and the general policy of the government which have no relation whatever to the business of managing the water system. Upon such issues the people divide and give effect to the particular policy or scheme of municipal government which, for the moment, is the most popular. The experience of the candidates for city offices in conducting a "business" enterprise forms no part of the general debate and is not passed upon by the city electorate in choosing officers. From the very nature and fundamentals of the usual city administrative body, the officers chosen by the people to conduct the general city government rarely possess technical knowledge or experience in any given line of business. This results in loss to those branches of the municipal government which are purely "business" in their nature.

The reasons briefly outlined led the municipality of Clarksburg, W. Va., to take steps to separate entirely the construction and management of its water-works plant and system from the general scheme of the municipal government and to place it under the control of a governing body to be chosen solely because of their qualifications to conduct that particular business. A vote cast in selecting a member of the administrative body which controls the water-works system does not in any way reflect the sentiments of the voters on ethical and moral questions or questions of general public policy in the administration of the general city government. The choice is based entirely upon the qualifications of

the party voted for, to conduct that one particular business. The result of this scheme is that experts possessing technical and general knowledge of the subject are placed in charge of an enterprise that is of a strictly business character, and a degree of efficiency is obtained in administering the particular business which has not generally prevailed in municipal governments throughout the country.

A SUCCESS IN IOWA

An increasing number of cities are placing the management of their water-works under a board of trustees of three or more men, who receive a nominal remuneration and usually serve for periods of about six years, one new member of the board being elected every two years. This scheme insures continuity of policy and takes the management out of the hands of politicians, and at all times there is at least one member of the board who knows the past policies and future prospects. Such a board exists in Ottumwa, Iowa, where it has produced great satisfaction. The Commission has been able to keep politics entirely out of the water-works, and each succeeding administration has been true to the precedent that was first set. The Commission is handling the business efficiently, has had in its employ for a number of years a good engineer, and has generally acted on his advice, especially in all technical matters. The Commission has all routine power, but in cases of special expenditures the Council must take the final action.

In Cedar Rapids, Iowa, the actual management and operation of the water-works—pumping and station and office—are carried on distinctly separate from all other city departments. The Board collects its own returns, pays its own bills, purchases its own supplies and keeps a separate bank account in the name of the

"City Water Works." At the end of each week a check is turned over to the City Treasurer to cover whatever is in the bank and then a warrant is drawn against him for the payment of all bills, and the City Treasurer in turn keeps the water-works funds separate from other city money. This is a much more satisfactory method of handling the department than could possibly be arranged were it in the hands of the Mayor and Council, for, with an election held every two years, there are a great many appointments made solely for political reasons, regardless of whether the appointees are qualified to fill the office for which they are named or not—in which latter case the department always suffers.

THE WACO WATER-WORKS

The municipally owned water-works of Waco, Texas, are maintained and controlled by a Board of five Water Commissioners. The charter provides that no two of them shall be from the same ward of the city, and they are elected by the voters at large and serve without remuneration. Further, these Commissioners are ineligible to hold any remunerative office in the Water Department while a member of the Commission, or within one year after the term of office of two years. In Waco, two members are elected at one election and three the following year. The Board has complete charge of the management, maintenance, improvements, extensions and enlargements of the water-supply, either within or outside of the limits of the city, and it can acquire by purchase, donation or condemnation, suitable grounds, water privileges, rights of way and other property rights and privileges necessary for the efficient operation of the plant.

The Board is empowered to fix water rates, providing that the rates shall be sufficient only to raise in any one year

an amount equal to one year's interest on all water-works bonds issued by the city and to defray all of the operating and incidental expenses and depreciation on the plant. The Superintendent of Water-Works and the Secretary are elected by the Board. All money due the Water Department is collected by the Secretary of Water-Works and deposited with the City Treasurer, and credited to an account "The Water-Works Fund of the City of Waco." All payments are made as a draft on this fund.

IN KITCHENER, ONTARIO, CANADA

A Board of Water Commissioners, composed of four men, elected by the vote of the people for two years, two being elected each year, has complete control of the water works of Kitchener, Ontario, Canada. The Mayor is also a member of the Board. Politics has practically nothing to do with the election of the Commissioners. Of the four present Commissioners, three have been members for long terms, one since 1899. The Board has practically the same power as the City Council, except that it cannot hold property in its own name, all deeds being held in the name of the city. Because of this, any debenture issues must first pass the City Council, but they have no control over expenditures. The Commissioners serve without salary. They hold regular monthly meetings and occasional special meetings.

—The American City.

SMALLPOX INCREASING

There have been 1447 cases of smallpox reported to the State Board of Health during the first six weeks of the present year. During the year 1920 there were 4489 cases of this disease reported. If smallpox continues at its present rate, the Board states that 10,000 cases will occur this year. The remarkable increase is attributed to the large number of persons who are unvaccinated.

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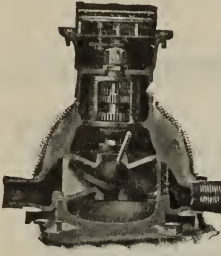
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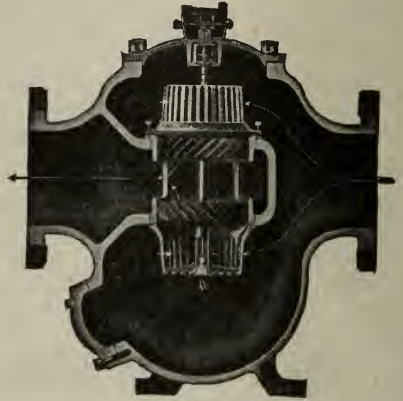
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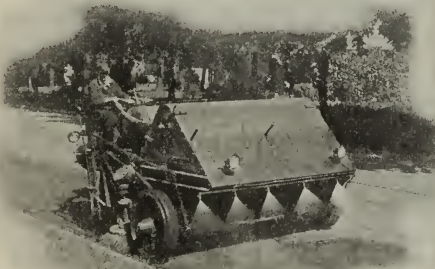
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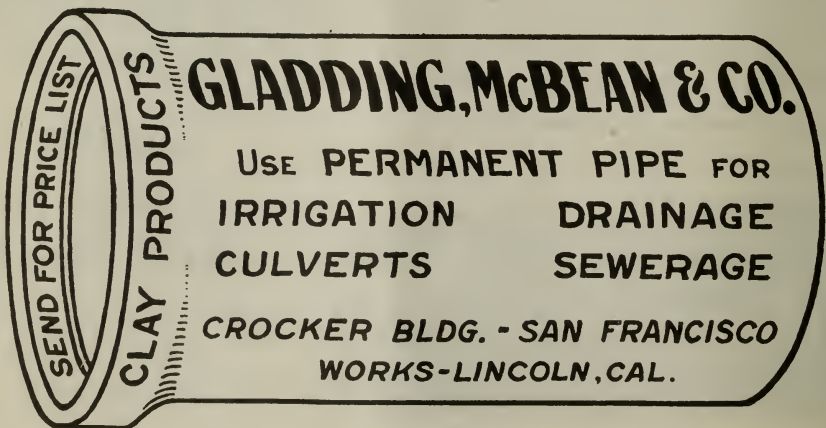
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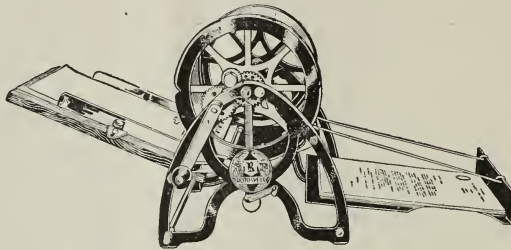
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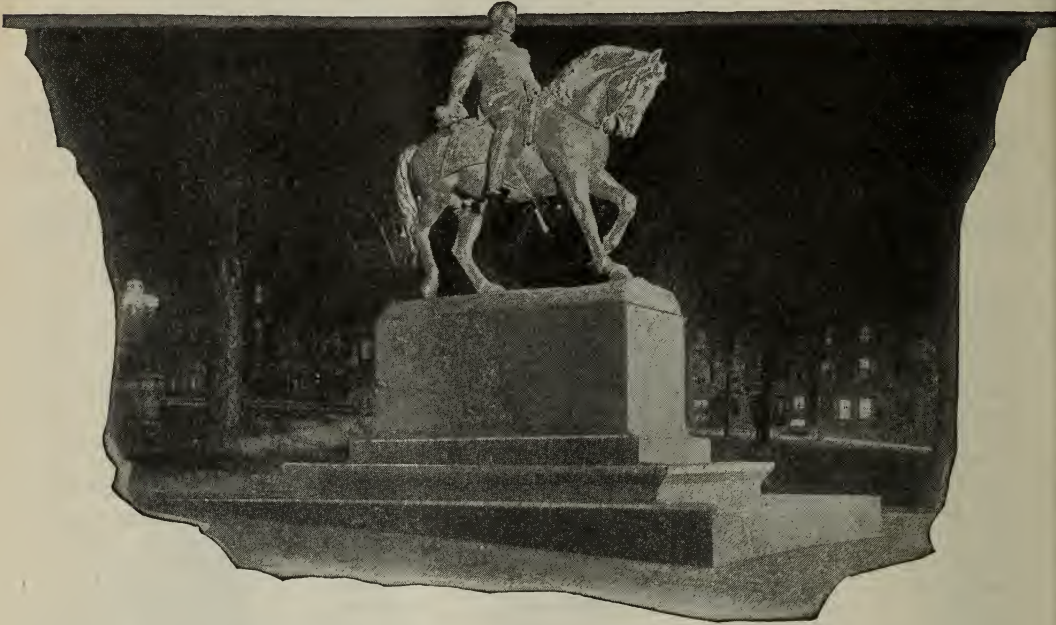
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RAILWAY AND UTILITIES COMMISSION DENOUNCE PUBLIC OWNERSHIP—HOT REPLY BY PUBLIC OWNERSHIP LEAGUE.

By CARL D. THOMPSON, Secretary.

The National Association of Railway and Utilities Commissioners has met and spoken. It has considered the matter of public ownership and pronounced it 100 per cent bad. In fact, according to these gentlemen, if we are to believe press reports of their findings, municipal or public ownership is nothing less than bolshevism gone mad. The Association had a report on the subject which one of the utility magazines gives in full "for the benefit" says the editor, "of those utility executives who have to face the music of municipal ownership." A careful reading of this report of the Association reveals a most amazing series of unsupported assertions, spurious arguments and fallacious reasoning. Consider, for example, the following:

1. The report says that public ownership has failed wherever it has been properly tested. For utter disregard of facts these boys ought to be awarded the cast iron sofa pillow and made to sleep on it.

Over 3,500 cities including every great city in America, own and operate public water works and most of them have done so for half a century. These

cities have reduced the cost of water to an average of 43 per cent less than that charged by private companies, have paid or are paying for the plants out of the earnings and making a profit besides. Chicago has made as much as \$3,000,000 on its plant in a single year with a rate considerably lower than those charged by private companies and the highest wages and best labor conditions of any similar plant in the country. Omaha, which took over its plant only a few years ago, has made six different and successive reductions in the rates charged for water.

Did our Railway and Utility Commissioners never hear of the Municipal Water Works system of the City of New York or of Chicago or hundreds and thousands of other American cities?

There were 2,318 cities owning and operating municipal light and power plants in the United States in 1917. Did our Railway and Utility Commissioners never hear of any of these? Did they ever hear of the Cleveland Municipal Electric Light plant that sells and has for years been selling, electric current at 3 cents a kilowatt

hour, maximum rate—about one-third the average charge of private companies? And making a profit of \$194,000 a year besides?

These gentlemen say that public ownership has failed everywhere. What senseless idiots the people in these 2,318 cities must be to keep up a system that is a failure. They must be heading straight for the bug house. And what is worse, the number of cities that own and operate municipal plants is steadily and rapidly increasing. In 1902 there were only 815 municipally owned plants. By 1917 there were 2,318, an increase of 1,803. And again, while privately owned plants increased, only 80 per cent from 1902 to 1917, municipally owned plants increased 180 per cent or over twice as fast. And while the municipal plants were only 24 per cent of the whole number in 1902, by 1917 they were over 35 per cent of the whole.

And here is another little piece of information that our commissioners should incorporate in their next "report." While from 1881 to 1902 there were 13 plants that changed from municipal back to private ownership and operation, there were 170 private plants that went from private to public ownership. In other words, for every public plant that went from public to private ownership, 13 private plants went the other way.

Have our Honorable Commissioners never heard of the Hydro-Electric Power Commission of Ontario, a state owned system now supplying nearly 200 cities with electric service at about one-third the cost they paid before and making money at that? If not, we will gladly furnish them with reports showing the splendid success of this great plant. The savings to the people of these cities by reason of the lower rates amounted to \$2,736,000 by 1915 and the plant was making a profit of \$461,896 a year.

Public Ownership a failure! Is the postal service a failure? Is the public school a failure? Is the Panama Canal a failure? Is the American Army and Navy a failure? There are 54 nations that now own and operate all or a considerable proportion of their railway systems; nearly all own their telegraph and telephones; while cities and States own and successfully operate many different kinds of public utilities. New Orleans and Seattle own and successfully operate great port and terminal facilities; Chicago a \$4,000,000 electric light and power plant and a \$70,000,000 water works system; San Francisco's municipal street car lines still keeps the 5-cent fare "whence all but them have fled." And in Europe literally thousands of cities own and successfully operate street car lines, electric light and gas plants, water works, slaughter houses and many other utilities. The Public Ownership League of America has collected and has on file, the reports of innumerable instances of most striking and gratifying success of public ownership of all kinds from all sections of the world. Our information is at the service of the Honorable Commissioners or anybody else for that matter, who really want the truth. Address us at 1439—127 North Dearborn Street, Chicago.

2. The Report of the Railway and Utility Commissioners says that no better illustration of the results of public ownership is needed than the recent operation of the railroads by the United States Government. As a matter of fact, there was no public ownership about it. The United States Government didn't own a spike or a tie. The railroads belonged to the private owners all the time. And, what is more, the same managers managed them then that are managing them now. It was no test of public ownership in any sense of the word. Almost any Chicago high school

boy could enlighten the honorable commissioners on that point.

3. The report says that when the commissioners took hold of the public utility problem, the rates were lowered, and the commissioners became correspondingly popular. Will some one please tell us just when, where and to what extent these commissions have reduced rates? The reductions are not visible to the naked eye at the present moment. Have the commissions reduced freight or passenger rates? Nearly every utility company in the country has been persistently and constantly demanding increased rates and most of them have been getting them. Even before the war conditions came on rates were gradually and steadily being forced up and we know of no general or substantial reduction of rates that has resulted from the years of time and millions of money spent by the people on these commissions.

As a matter of fact, they are falling down on the job. Their theory of "regulation" has proven a very costly experiment, and is a miserable failure if not an actual fraud. The people of the United States are spending something like \$6,000,000 a year on its Interstate Commerce Commission; practically every State has a commission that costs the people from one to two hundred thousand dollars more. And they have been at it now for ten, twenty and thirty years. Have rates been reduced? Have freight rates or passenger rates been reduced? Has the cost of living been reduced? Has the service been improved? Has the watering of stock been stopped?

Nothing of the kind. The people have spent enough on these utility commissions and their futile if not fraudulent efforts to have bought out most of the utility concerns and it is certainly quite

as easy to own and operate them as it is to get any effective regulation.

And as for their popularity—the commissioners are probably whistling to keep up their courage at this point. Iowa defeated a commission law last year. So did Minnesota the year before. Wisconsin is struggling to get out of the web the utility law has woven around the people there, and not many months ago, a convention of the officials and representatives of over a hundred municipalities was held in the State of Illinois, demanding the repeal of the utilities commission and the law because cities all over the State had become so disgusted with the rulings and operation of the system. And more recently, at the fall election this year, a Governor of the State was elected pledged to the abolition of the commission as the only means of securing reasonable rates and treatment for the people. And while these lines are being written, comes word from the State of Missouri telling of an organized movement on the part of the Mayors of over 125 cities in that State, seeking to have the utilities commission law repealed, because as the Mayor of St. Joseph writes, although the people of the State are paying these gentlemen over a hundred thousand dollars a year, the cities can get nothing out of them. "This is my third term as Mayor of St. Joseph," he writes, "and the city has never won a case against the public utility companies. The commission always decides in favor of the corporations. I am told the same thing has happened in St. Louis, Kansas City, Springfield, Joplin and other cities—
* * * I think it is absolutely necessary that the people of this State get this Public Utilities Commission put out of business."

The commissions are very popular—they say so themselves.

4. The report says that the abuse of over-capitalization of "watered" stock no longer exists and that all the "water" that might have existed in these properties, has been squeezed out and cannot get back in. And yet at the very time they are publishing their report, the C. B. & Q. Railroad is demanding of the Interstate Commerce Commission the right to increase their capital account by \$140,000,000, which they claim to have taken out of their surplus and invested in improvements and which amount they now wish to capitalize. And this is obviously the beginning of a concerted attempt on the part of the railroads, taking advantage of the Esch-Cummins law passed last fall, to capitalize the \$2,628,000,000 of surplus reported by the railroads at the end of 1917. From which it is evident that the watering of railroad stock is just about to begin in real earnest.

And as an illustration of the over-capitalization of a municipal utility, let us cite the case of the Chicago street car lines. In a hearing before the Cook County Board of Review on September 11, 1917, Col. E. R. Bliss, attorney for the Chicago surface lines, testified under oath that there was between \$85,000,000 and \$90,000,000 in the capital account that represented no property or investment at all.

The water "gets in" all right.

5. The report says that public ownership is nothing short of communism, anarchy, and bolshevism: that it is a vagary of the impractical dreamer, the visionary professor, a scheme of the agitator and political demagogue who seeks by dishonest statements to climb into power, confiscate all the private property of the utility companies of the country, overthrow the government and establish a system similar to that in Russia.

We are quoting the exact words of the report as found in the *Electrical World* of November 20th, pages 1028 and 1029. These are the words and methods of men who have already lost their case—men who have given up reason and argument and resort to epithet and innuendo; men who having no further argument begin to swear at their opponents. And having sworn at us in all the terrible American and English oaths they can think of, they begin to swear at us in Russian and call us "Bolsheviki"

About all we can say in reply to this sort of thing is this: If educating our children in the public schools and mailing our letters at the post office; if buying our electricity of a municipal plant for 3 cents a kilowatt instead of paying a private corporation 9 cents; if reducing the cost of water 43 per cent by means of a municipal water plant; if riding on a municipal street car line at 5 cents when private lines charge 6 and 8 and 10—if these things be bolshevism—well, then, you better prepare to make the most of it.

It is not bolshevism. It is just ordinary, every-day common horse sense, good business and good Americanism. And as for confiscation—not a single one of the many thousands of utilities that have been taken over by the public has ever been "confiscated." Every one of them has been paid for. Paid for, gentlemen, all that they were worth and many of them much more than they were worth. As a matter of fact, about the only confiscation the American people have to look out for is the confiscation of the profiteer and the plunderer who rob us with excessive rates as long as they can, get subservient utility commissions to bolster up their thievery if they can, and when the game finally seems to be up, try to unload a depreciated and exploited property onto the public at twice what it is worth.

A PROGRAM FOR POWER DEVELOPMENT.

EDITOR'S NOTE.—On March 29, 1921, the Railroad Commission held a hearing in San Francisco on an application of the Pacific Gas and Electric Company to increase rates. The first witness was W. E. Creed, President of the company, whose testimony consisted of a presentation of the development program prepared by that company for the coming ten year period.

In view of the recent passage of the Federal Power Bill and the agitation for public, rather than private, development, this program of the Pacific Gas and Electric Company is of peculiar and timely interest. The Federal Power Bill gives preference to the State and its subdivisions, and arrangements have already been formulated to take advantage of its provisions. A State bill authorizing groups of municipalities and other political subdivisions to co-

operate for power development along the lines of the Ontario (Canada) plan, has passed the Senate and bids fair to become a law. The success of Los Angeles and other California cities with the ownership and operation of their public utilities will undoubtedly influence many people in favor of public as against private control.

However, be that as it may, the testimony of Mr. Creed evinces very careful study of this great question of power development, and will furnish food for serious thought. The State of California, with its two great mountain chains and intervening valleys paralleling the coast, presents an opportunity for progress not found anywhere else in the world. The future destiny of this Great Empire of the West, to a large degree, rests in the hands of our city officials. May they be guided by wisdom and justice.

W. E. Creed, a witness called on behalf of the Pacific Gas and Electric Company, being first duly sworn, testified as follows:

DIRECT EXAMINATION.

Mr. Cutten: Your name?

A. W. E. Creed.

Q. You are the President of the Pacific Gas and Electric Company?

A. Yes sir.

Q. I will ask you whether the Company, Pacific Gas and Electric Company, is ready to present a development program at this time?

A. It is. The Company has a definite program of development covering the coming 10-year period which it proposes to present to-day through those officials and engineers who are intimately concerned with the details of carrying out that program.

Q. Now, upon what does the carrying out of that program depend?

A. The carrying out of that program depends upon the securing of money to pay the bills incident to the development work involved.

Q. Will you give a statement concerning the conditions under which this Company operates?

A. The Company operates as an agency to do a definite task for the public, to furnish not only the existing demands for power and gas but also to anticipate the needs of the future and

be prepared as future needs develop to meet those needs. There is very distinctly an inter-dependence between the public and the Company in carrying out this task. Briefly, that inter-dependence may be realized by the statement that the public looks to the Company for two things: First, to furnish service now and in the future; and, secondly, to secure the money to make that service possible. The Company on its part looks to the public to pay the revenue out of which funds can be taken to meet the cost of money needed for development. Involved in that inter-dependence is a definite burden on the part of this agency, namely, the burden of management and the burden involved in the assumption of the risks of the business. So that in asking this Company to furnish service the public really asks the Company to secure the money to provide the service, also to furnish the management and to assume the risks involved and inherent in any great undertaking. Our Company has certain very definite policies. First and foremost is its policy of service. That policy of service involves very definite things. It requires of the Company that it supply the commodity required in adequate quantities, promptly on demand, and that it be ready to meet increasing demands for service. And it further requires of the Company that it furnish that service at as reasonable a cost as skill, diligence and reasonable

foresight can make possible. Furthermore, the policy of this Company is one of complete frankness with the public. Our own desire is that the public be, so to speak, inside the business, understand the facts, know what we are doing, why we are doing it, and what the goal before us is. And involved in all this inter-dependence is one great thought we have in mind and that is the thought that increased cooperation in this relationship may develop, because if there does develop that cooperation and understanding which we seek there will be two things to the public advantage; first, decrease in costs and increase in quality of service. Personally, I believe, Mr. Cutten, that the single thing most needed, after the necessary money is obtained, for the successful accomplishment of the objects of the public service business is cooperation between the public and the industry. There is no single thing, assuming that you can secure funds, which will contribute more to the public interest in better quality of service without increased costs, or decreasing costs for service, than cooperation. It is the most powerful aid that exists to financing and to securing good operating results.

Q. What are the factors, in your opinion, that enter into the fixing of rates?

A. The controlling factors fixing rates are economic conditions. Rates cannot be arbitrary. The Commission itself cannot fix rates. In the last analysis, rates are fixed by capital or, put in another way, they are fixed by economic conditions. Prices of labor, prices of material and the prices of money are the most important factors in fixing rates. These rates do not depend upon the whim and caprice of companies or upon the whim or caprice of Commissions. They are fixed by certain very definite factors which I sum up by

naming them economic factors. Now, there is one variable quantity in the fixing of rates and that is the quantity of efficiency of management. With a high degree of efficiency lower rates can be fixed than with a low degree of efficiency. So that, as I see it, the only variable factor in the fixing of rates, assuming that adequate rates are to be fixed which will enable these agencies to function and secure new money, we have the only variable factor in the factor of efficiency. I want to say, Mr. Commissioners, that the Pacific Gas and Electric Company is willing to cooperate with this Commission or with these representatives of the public, to test its efficiency in any way, to have an analysis of that efficiency made, to present to you by expert witnesses the picture of its efficiency, or to disclose in any way its efficiency or lack of efficiency. And I can say what perhaps some other official of the Company would hesitate to say and that is this, that I do regard the organization of this great Company as one of the most efficient organizations which I have ever seen, and I can say that because I have had practically nothing to do with the development of the efficiency of that organization because of my short connection with the Company. But I do offer, if the Commission thinks it worth while, to cooperate in a study of the efficiency of the Company for the purpose of disclosing whether or not that variable factor in the fixing of rates is one of which public complaint can be made or for which public approval should be accorded.

Q. You believe the conditions in California warrant further development at this time?

A. I do. And shall I proceed to say why I think conditions in California warrant further power development?

Q. If you will, please.

A. Fundamentally, power develop-

ment is needed in California because of the change in the economic character of the State which has been under way since about 1904. The original State of California had a very small population, that is, the population increased at a comparatively slow rate, and the population was built upon the utilization of its natural resources which could be used without any great industrial structure. The great draw-back to any industrial development in California was the lack of cheap fuel. California never has had any good coal supply. It has coal supplies of inferior quality, but not good coal supplies. But the discovery of oil and the development of oil supplies, which reached a substantial development along between 1902 and 1903, brought about a considerable change in the character of the State. The United States census of manufacturers for 1914 pointed out that very clearly. The census report said that the natural resources of the State give rise to several of its leading industries, such as canning and preserving, petroleum and refining, lumber, beet sugar, and so forth; that while the cost of fuel, most of which had to be brought from outside the State, retarded manufacturers, the discovery of an abundance of oil in the State accelerated manufactures. Now, the discovery of oil was one of the great factors contributing to the increase in population in the State during the last 15 years. And the present situation in the State is just this, that the oil supply, aided by our water power development, has accelerated the industrial growth of the State and given a base population from which greater industrial development will come. But, unfortunately or fortunately, perhaps, the oil industry, in bringing about this industrial development, assumed burdens beyond its capacity to carry in the future. There are uses for oil for which there are no substitutes, and the extent

to which California and the West Coast has used oil to develop power is simply astounding. Of all sources of power oil has been used to the extent of more than 60 per cent. And that burden can no longer rest upon the oil industry unless other necessary activities are to cease. The State has a base population which is essential to industrial development on a large scale. The State possesses practically all the basic raw materials, notably the raw materials which come from agriculture. It has also the basic raw materials to be found in mines and minerals, forest products, fisheries and so on. There is no State of the Union which is so liberally supplied with raw materials as the State of California. Now, the combination of population and raw materials means enormous industrial development provided one other thing exists, and that one other thing is power. The Nations of Europe have fought for centuries over the means of power from coal, and in recent years over oil, because they did possess the population and whether they possessed the raw materials or not the diplomats and the leaders of those countries realized that with great populations and the combination of power with great populations, there would be industrial development because raw materials would come in the raw state to be manufactured at the centers of population. So that California boasts and actually has to-day the population and the raw materials for a great industrial development and the only thing she needs is power. That power cannot come from coal or oil or wood, and fortunately the State has the physical conditions and the physical resources for the development of water power, the best and cheapest source of power in the world.

Q. I think you have given the significance of this development to California in your previous answer to the

question, but if you wanted to enlarge on that phase of it—

A. Well, as an index of what the situation in California is, let me point out what happened between 1909 and 1914. The value of manufactured products in the whole United States, exclusive of California, increased 17 per cent. That is the value of manufactured products. In the State of California in that period from 1909 to 1914 and before war conditions, mind you, the value of manufactured products increased 34.6 per cent in the State of California. Now, as to value added by manufacture, that is, the difference between the value of raw materials and the product manufactured, the ratio of increase from 1909 to 1914 for the entire country was 15.8 per cent and for the State of California 30 per cent. I have been endeavoring to secure a census of manufactures for the whole State which were collected in this last census. But, unfortunately, I have been able to secure only the report for the City of Los Angeles. With my knowledge of industrial conditions of the State, I am led to say that conditions in Los Angeles will be fairly indicative of the conditions all over the State or at the two great centers of population, because industrial development will radiate from the Los Angeles and the Bay region here. This last census shows that the value of manufactured products in the City of Los Angeles increased from 1914 to the end of 1919, 170 per cent; that the value added by manufacture, which is the increased value due to manufacture, increased in those five years in the City of Los Angeles 168 per cent. Now, the State of California is thus seen to be on the road to an enormous industrial development. It has an opportunity, provided power is furnished, to show in the next ten years even greater increases than are shown by the past decade. -And

that increase will be due, provided we have power, to our increased population and industrial development itself should in turn increase our population. Industrial development is closely related to population because of immediate local markets furnished by population. Roughly I think it is reasonable to say that the State of California is going to need as a whole 100,000 horse power additional per annum on the assumption that power does not take the place of oil in any respect, and that there are no new uses for power. Now, to the extent that water power takes the place of oil and to the extent there are new uses of power, such as electrification of the railways and other developments, the amount of power needed by the State will be considerably in excess of the 100,000 horse power per annum which I have mentioned. With that need of the State is the need of its agencies for money to anticipate and in due time meet the demands for that power.

Q. I think you said this development depends largely on the ability of the companies to finance?

A. Depends absolutely upon that, Mr. Cutten.

Q. What are the conditions confronting utilities now with respect to financing of these vast programs of development?

A. There is one other thought I would like to express if I may take a minute—may I, Mr. Commissioner?

Commissioner Devlin: Yes.

A. To show the economic significance of this power development, Mr. Jollyman made some interesting figures for Mr. Britton and me and I think they will be interesting to all of you. The Pacific Gas and Electric Company for the year 1920 generated and sold 1,475,000,000 kilowatt hours of electric energy. Now, one strong workman can produce in energy in one day of eight hours the

equivalent of one kilowatt hour. So that the electrical energy sold by the Pacific Gas and Electric Company was the equivalent of the work of 4,900,000 men for one year. The northern and southern groups of power companies generated and sold, delivered to consumers, 3,617,000,000 kilowatt hours in the year 1920. On the same basis that energy was the equivalent of the work of 12,000,000 men for one year. The Pacific Gas and Electric Company has on the Pit River potential power developments equivalent to 3,000,000,000 kilowatt hours, and those 3,000,000,000 kilowatt hours are the equivalent of the work of 10,000,000 men for one year. Now, the average price received by power companies for their product is somewhere around 2.2 cents per kilowatt hour, the average, including the high and low priced power. That means that this energy has been sold at less than one-half of 1 per cent of the cost of labor at a very low wage rate. In fact, the cost of this power was about one-half of 1 per cent of a day laborer's wage of about \$3 per 8-hour day, which is below, of course, the going rate. So that the question involved in this development is whether the people want with respect to our Company the equivalent of the energy of 10,000,000 men developed in addition to the energy of the 12,000,000 men already brought into the State, and put to work in the development of the industry of the State.

Now, you have asked me about the conditions affecting financing. As I see it, the question before the State of California to-day is the question of whether or not this development can be made. I don't think it is a question of whether it is going to cost 5, 10, 15 or 20 per cent, more or less. The matter is too important to justify any quarreling, any haggling or debating on whether the cost is a few per cent more or less.

The question I think we all ought to unite to answer is the question of ability. Can this thing be done? Because it is perfectly obvious it ought to be done and if it can be done California will become one of the greatest empires in the world. I think it is a question of ability to do the thing, because the general demand for investment funds is so great that the big question in my mind is whether or not there is going to be money enough to go around for all the States in this Union and for all the world.

Commissioner Devlin: We will take a short recess.

(Recess).

Commissioner Devlin: We will resume, please, gentlemen. Do you remember where you were, Mr. Creed?

A. I have made the point that the big question, as I see it, in the development of the power industry of this State, and indeed all over the country, is the question whether there is going to be money enough to go around for all those who need and seek money. At all times the money market has been a competitive market and to-day it is more competitive than it ever has been. The public service industry is meeting the competition not only of that industry and other industries, but the competition of foreign countries and foreign companies. For the first time in the history of this country foreign governments on numerous occasions have come here seeking American investment money and foreign companies, individual companies of great size and strength, have come over here after funds, and the reason for it is that the only money market left in the world is the American money market. In addition to this competition of foreign demand the public service industry is going to meet the competition of the commercial world and the government itself, because there

must be funded for the commercial world some three or four billions of dollars which is now due the merchants of this country from foreign buyers and which is still unfunded. There must be funded the floating debt of our own country, around some four billions of dollars, and there must be funded the other various obligations which are now frozen in the banks and which the bankers of this country are carrying. So we must meet the competition of that funding, the competition of development all over the State and all over the country and the foreign competition as well. In every State of the Union with a few exceptions there are under way great development projects, great projects which are going to call for money. So that in this struggle for money there are going to be two questions: The question of whether there is enough to go around, and the other question is, if there is not enough to go around who is going to get the money? And, of course, those are going to get the money who are the strongest and who can make the best appeal to the investor. With that unprecedented competition—and I say unprecedented notwithstanding the fact that the money market has always been the most competitive market in the world—with the unprecedented competition facing not only this Company but facing every utility in the State of California, the question is not, considering the future of the State, what is it going to cost, but the question is, can we get the money? If the people are not willing to pay for development now, if they are not willing to support a development program and be liberal toward it, they are not going to get it; and if they do get it in the future they will pay more for it. The taxable wealth of this State will increase, the prosperity of the whole State will increase if the people of this State adopt a liberal attitude and put their agencies in the position to get

money, to meet the competition that they must meet in getting money to carry on the development of this State. The destiny of California is to win a world championship contest, to build up world championship cities on this West Coast. We have not only our great back country, but the whole of the Pacific area to deal with and to trade with. It is perfectly clear to me that if we do not meet the situation now we will pay more for development later and failure now will cost the whole State, agriculturalists, merchants and all classes of our people, huge sums of money in lost opportunity.

Mr. Cutten: I think you stated that the Company was willing to undertake this program of development if it could finance it?

A. Yes.

Q. And was willing to supply the capital and the management and assume all the risks?

A. Yes sir.

Q. And you also stated in the carrying out of this program and the operation of the Company that it was willing to stand the test, any kind of test, in respect to its standard of efficiency?

A. Yes.

Q. Is there anything further, Mr. Creed, that you would like to add?

A. Well, I would like to emphasize just these two points: First, that what the Company must have in order to do this job for the public is the revenue to pay its bills and inspire the investor, persuade the investor to come into the enterprise. I am not making a plea to increase the rate of interest for any existing bondholder at all. His rate of interest is fixed in the bonds, and the rate is fixed for the preferred stock. I am not making a plea to get any more money or any increased profit for anybody now in the business. What I am seeking, in order that my associates and I may do the thing we know needs to

ITEMS OF INTEREST ABOUT SANTA MONICA

On the cover page of this issue will be noticed a cut of one of the approaches to Linda Vista Park in the City of Santa Monica. This park is a strip of land covering over a mile and a half in length and located on top of the bluffs which tower above the Palisades Beach in the northwestern part of the city.

Years ago this property was acquired through the efforts of various city officials, and was eventually deeded to the city for park purposes. The entire frontage opens on Ocean Avenue, into which diverge all of the wide boulevards coming from the City of Los Angeles and surrounding towns. The Park is being completed at the rate of about two blocks a year, the money being obtained from the Park Fund which is produced by tax levy amounting to from eight to ten cents on each one hundred dollars worth of assessed valuation.

The work comes under the jurisdiction

of the Commissioner of Public Works, and the Park itself has become one of the show places of southern California. Visitors may lounge on the rustic benches or lawn throughout the Park and enjoy a view of the Pacific Ocean, the mountains and a wonderful view of Catalina Island, while on either side of them are beautiful flowers and shrubs and trees.

The face of the bluff itself has been planted to a green moss that has a small purple flower, which moss, in addition to making a beautiful covering for the rugged bluffs, stops the gradual crumbling that would otherwise occur from the winter's rains.

Ocean Avenue is often lined with automobiles during the evening hours watching the magnificent sunsets and beautiful cloud effects to which this Park lends a natural setting.

ROADS TO CHEAPER CITY GOVERNMENT.

*Address delivered at the New York State Tax Conference, March 3, 1921,
by LUTHER GULICK, Ph. D., Acting Director
New York Bureau of Municipal Research.*

Mr. Chairman, Ladies and Gentlemen of the Conference: Some American man of letters once said: "If a man write a better book, preach a better sermon or make a better mouse trap than his neighbors, though he build his house in the woods, the world will make a beaten path to his door." Under present conditions it would be safe to apply this idea to express the interest which is evident on all sides in the means and methods of securing more efficient government. If any city and State, or any school district can develop methods of

securing cheaper government, though it be in the wilds of Ohio, the world will lay down a concrete highway with a twelve-inch base to its portals.

What Is Cheaper Government?

What do we mean by cheaper government? Do we mean less police and fire protection, less street cleaning, less education, less paving? Certainly not. In the main, the taxpayers are not looking for less city government, they are not looking for the elimination of municipal services. They are looking for more

effective service, more return from their investment, a better bargain for their taxes. In surveying the roads that lead to cheaper government, we are endeavoring to economize, not through purchasing a poorer grade of municipal service, but by making our tax dollar reach further.

The Underlying Causes of the Increase in Municipal Costs.

The reason that we are searching the map for the road to cheaper government to-day is because the cost of government has risen so tremendously during the last few years. Figures that are now available indicate that the cost of city government has increased from 90 to over 100 per cent since 1914.

It is worth while, perhaps, to analyze, if we can, the chief causes of this increase. Unless we know these causes, it will be more difficult to know in what direction we should cast about to find the road to cheaper government.

There are five underlying causes of the increase in municipal costs. First of these is the shrinkage in the value of the tax dollar. The extent of this shrinkage depends upon what you are trying to buy with the dollar. If you buy coke, the 1914 dollar is worth about twenty cents; if you buy paving materials, the dollar is worth fifty-seven cents; if you buy fire engines it is worth fifty-nine cents; if you hire clerks it is worth sixty cents, and if you are paying off old bonds you have the pleasant surprise of finding that the 1914 dollar is still worth one hundred cents.

The second cause, frequently emphasized, is the expansion of municipal government. Many of our cities have extended the scope of their activities. They have undertaken welfare services, expanded the schools and taken over various public utilities. The extent to which this expansion has influenced expenditures differs widely from city to

city. I am confident, however, that the public has over-stressed this cause of increasing costs. There were more civil service employees in New York City in 1914 than there are to-day, if you exclude teachers. The same is true for the city of Yonkers, which may be taken as a more typical example. In both cities the number of teachers has, however, increased. If these facts are true of any large number of cities, it is safe to say that the number of city employees has not increased to any extent since 1914, and that the increase in the cost of municipal government is not due to the creation of new jobs or the expansion of municipal services except in rare instances.

The third cause of increased costs is the need of capital replacement and extension. During the war years, both for the sake of economy and for patriotic motives, cities postponed many necessary improvement projects. Pavements and buildings that needed repair, and water and sewer systems that needed extension were forced to wait. Meanwhile the urban population has been increasing faster than ever, so that the cities now find themselves forced to make unusual expenditures to make up for lost time.

A fourth cause of the increasing costs is bad financing. During the past ten years we have begun to pay the debts contracted by the last generation before the public became sufficiently enlightened on the subject of bond issues to demand that all bonds issued be retired from tax moneys within the life of the improvement which they financed. We are trying to pay these back debts and our own debts and as a result the burden for debt service is very materially higher.

The final cause of increasing costs that I shall take time to mention here is wasteful organization and antiquated administrative methods. A vivid picture of the situation in the State was drawn

in the Retrenchment Section of the Report of the Special Joint Committee on Taxation and Retrenchment which outlined the present governmental organization and present methods of administration in cities. Some of our city governments are still in the ox cart stage. You can hear the machinery of government creak and groan as it moves laboriously on its way. Others are more modern, but the principle of their organization is unsound, they resemble the long fire ladder truck which is steered both from the front and from the rear, and sometimes the two drivers have different ideas about the streets they should follow. The amount that had governmental organization and inefficient administrative methods in city government is costing the people of this State cannot be estimated. The Davenport-Judson Committee puts its finger on specific minor economies that would save over \$3,200,000 a year in New York City alone.

Controlling the Causes of Increasing Costs.

In our search for the roads to cheaper city government, we have first tried to analyze the five underlying causes of the increase in governmental costs. We are now in a position to consider how far these forces can be controlled. It is clear that the cities can do nothing directly to increase the value of the dollar. The cities, like the individual, are in the grip of economic forces, national and international in their scope, which are determining the value of the dollar. We have already seen that there has been very little expansion of municipal government during the last six years, except in the field of education, in spite of the rapid growth of city population. Surely there is little chance of securing cheaper government by getting rid of newly created jobs, for the simple reason that few new jobs have been created. Can we

economize then by restricting our improvement projects and by delaying pavement and building repairs? In the end such a policy will be more expensive than economical. Capital replacements and expansions cannot be held in abeyance longer without irreparable injury. The chances of economy in meeting the increasing burden that has been thrown on us by the bad financing of the past generation are negligible. We come to the conclusion then that the one method of achieving greater efficiency in city government is to improve the machinery and methods of government.

Governmental Organization.

There has been enough experimentation in the cities of this State to make clear the general principles that must be followed in developing efficient municipal government organization. The first principle is democracy. It may be somewhat of a surprise to you that we should consider this a pre-requisite of efficient city government. The reason for this statement is simply this: if a city government is beyond the complete and continual control of the people who make up the city, it will inevitably be under the control of other groups, and if it is under the control of other groups, the people's tax money will be spent in the interests of those groups, rather than in the interests of the city as a whole. Whatever the cost of such government, it is expensive government, it is inefficient government. Our American experience has proved that home rule is a pre-requisite of municipal efficiency. Of course home rule will not of itself, or at all times, produce cheap city government, but it is the only way in the long run of giving a city the kind of government it needs and of developing in the citizenry an interest in their government that will result in better administration.

The second principle of efficiency is

the development of a simplified centralized governmental organization. We have learned by sad experience that democracy cannot control government unless the government is simplified so that the people know whom to hold responsible. It is easy enough when you go to the circus to watch all the tricks if the entire performance is staged in a single ring, but you miss half of the tricks at a three ring circus. Nowadays, government is a many ringed circus and the public is often entirely confused. Centralization of responsibility is necessary not only because of this fact, but also as a means of developing a consistent plan for the administration of the many municipal functions. Every department head is eager to do more for the city. His very enthusiasm in his work makes him see the great need for added appropriations for his department, even where there are no less laudable reasons for expansion.

Our American cities must have schools, paved streets, police and fire protection, pure and abundant water, adequate sewers, the regulation of building construction, the inspection of weights and measures, and an efficient health service. It follows that they must have these services in proportion; they cannot spend all their money on a sewer system, and leave none for streets and health service. The amount that is to be spent each year for each service must be determined as a part of a general plan that includes all of the municipal services. No argument is needed to show that such a unified plan is impossible unless a single responsible agency is given the power to reconcile the demands of the various bureaus and departments and to draw up a complete and final plan for the entire city government. Nor is it solely a matter of drawing up an annual financial plan, unified administration is equally necessary in the day to day work of the

city. Without unified control, duplicating agencies are built up, conflicting policies are encouraged and the economies to be derived from the common use of plant and personnel are precluded. The governmental organization must be simple and centralized, as a means of fixing responsibility, as a means of making possible the determination of the relative importance of the various municipal services, and finally as a means of guaranteeing that the various parts shall function together harmoniously in their daily work. Without these three elements of sound organization city government cannot operate economically.

Methods of Administration.

If there is one field of human achievement in which American ingenuity has gained recognition, it is in the administration of business undertakings. Our commercial enterprises, our financial institutions and our railroads bear evidence of this fact. There is hardly a function of city government that is not paralleled in business. There is hardly a problem of public administration which cannot be solved through the application of ideas developed by American business enterprises.

The main business of administration has to do with the employment and direction of individuals and the purchase and use of supplies, materials and equipment. In the former field, business has developed what has come to be known as personnel administration, while in the latter we have central purchasing. In the handling of funds, business has universally adopted the accrual system of accounting, the independent auditor and the budget system. Business has increasingly demanded that all officers and employees be specially trained and equipped by experience for their individual tasks, and many of the largest industries have developed their own

training schools for developing, not only the technical employee, but also the administrator. American industry is able to sell rails, automobiles and farm machinery and locomotives and watches, and thousands of other commodities in all the markets of the world because it has kept ahead of the world in methods of production and distribution. Not a little of this forehandedness has rested on the maintenance in the various industries of special research and efficiency staffs which devote their entire time to working out improved methods and processes and to solving the problems that arise in production. And finally, business has developed advertising and public education astonishingly.

Turning again to the problems of municipal administration, can we not say from the experience of American business, that our cities must—

- 1—Reorganize and expand their civil service commissions so that they will serve as personnel departments.
- 2—Establish central purchasing bureaus.
- 3—Place their accounting on an accrual basis.
- 4—Adopt genuine budget systems.
- 5—Develop an independent audit.
- 6—Recognize the importance of the trained administrator and the technician in government, and determine the personnel policy of the government so as to offer the trained public servant the opportunity of a career.
- 7—Establish staff agencies which will devote their entire time to increasing the efficiency and economy of governmental administration, as was attempted under Mayor Mitchel in New York City, and is now being done in Toledo with considerable success.

- 8—Adopt approved advertising and educational methods to keep before the people the problems, the work and the efforts of their government so that they may exercise in an intelligent manner the power which is theirs in a democracy.

Taxation and Economy.

Those of us who are gathered here are interested in economical administration because we meet the voters at the time when they pay their taxes. We are the long hand of the government that reaches into the banker's wallet, the farmer's jeans, the laborer's overalls, and the clerk's pay envelope to extract the government's tithe. We know the opposition there is in the hearts of the people to the payment of mounting taxes, we know the force and power there is in this opposition. We have not forgotten that taxes and tax administration in other times have raised a storm of discontent that destroyed constitutions and swept governments away. The Magna Charta in England, the French Revolution, the Boston Tea Party and the American Revolution bear witness to the latent power that is to be found in tax opposition.

The problem of economy and efficiency in government is basically a problem of harnessing these forces of tax opposition in such a way that they will bear directly upon the administration of government. To bring about this result, we must revise our municipal tax system so that an important part of the tax burden will be distributed through a direct tax upon a broad base with elastic rates which will be determined locally from year to year to meet budget requirements. Such a tax system, together with the introduction of a real budget, and a genuinely representative government so organized and so administered as to produce results, will place us on the highway to cheaper city government.

Preparing Adobe and Clay Soils for Road Construction.

Experiments of interest and importance to road builders in every State of the Union are to be conducted in California under an arrangement which has just been entered into between the California Highway Commission and the United States Bureau of Public Roads.

The detail of the arrangement was announced by A. B. Fletcher, Chief Engineer of the California Highway Commission, following his return from a conference in Washington with Thos. H. MacDonald, Chief of the Bureau of Public Roads.

Following an intensive investigation by the United States Bureau of Public Roads of soils which have given particular difficulty to road builders, it has been discovered that the difficulty with these soils, such as adobes and clays, generally lay in the presence in these soils of colloidal matter, a glue like substance capable of extraordinary absorption and retention of water. Colloids have been extracted from these soils, and the result has been that the soil has been left inert and deprived of its quality of absorption.

Experiments show that the colloids found in these soils are capable of absorbing and retaining water up to several hundred times the volume of the colloids.

The result of the discovery of colloids in these soils has been to change the trend of thought in highway construction.

The chief difficulty that highway engineers have found in building roads over these soils has been due to the large expansion and later contraction of the subgrade, resulting in longitudinal and other cracks in the surface slab. The attempt heretofore has been to overcome this by increasing the thickness of the surface slab.

The effort now is to be made to overcome this tendency to large expansion

and contraction by neutralizing the colloidal properties of the soil and rendering the subgrade a suitable base upon which to build the concrete slab.

Discussing this phase of the matter, Mr. MacDonald in a letter to the California Highway Commission, has outlined the policy of the United States Bureau of Good Roads relative to approval for Federal Aid allotments as follows:

"The report of the California study made by this bureau is in your hands and you will note that the accent is all placed upon the kind of subgrade under the roads and this we hold to be the most important consideration in the building of future highways in your State. It is the hope of this bureau in cooperation with the State Highway Department to carry on certain experimental and research studies in the preparation of the subgrades over those soils which have proven to be poor foundations. We believe that such studies will point the way to the construction which will prove to be adequate. There should be no contention as to minor differences in the details of design for surface construction. Minor changes in the specifications for road surfacing will not insure their future integrity. We feel that the big problem is to stabilize conditions under the surface and this is the line of research that we feel can be most profitably carried out between your department and the bureau and that these studies and experimental construction should proceed at once."

In connection with the statement of the experiments to be conducted in treating adverse subgrade soils, announcement has also been made by the United States Bureau of Public Roads that a regional office is to be established in San Francisco, having jurisdiction over eleven States and which will exercise a large degree of authority.

A GENERAL BUSINESS LICENSE

By FRANK J. TOWNSEND

Commissioner of Finance of the City of Santa Monica

As Commissioner of Finance of the City of Santa Monica, I am giving for the benefit of the readers of PACIFIC MUNICIPALITIES Magazine, some detailed information regarding the license taxes which we were forced to adopt in July, 1920, for the purpose of procuring revenue for the operation of our city in addition to the one dollar tax rate which our charter limits us to for general municipal purposes. Our license ordinance which took several months to prepare, contains many sections similar to a like ordinance in the City of Los Angeles; most of the general businesses being taxed to the amount of business which they did in the previous year, the information for the basis of their licenses being obtained from the firm by a sworn affidavit, which is filed with this office and is very carefully kept in our vaults. It was estimated by myself at the time that our budget was made up last July that we would obtain approximately \$25,000 in revenue through this license ordinance, and while at times there has been considerable discussion by some of our merchants with the City Council as to the advisability of continuing it or in the first place of placing on at all such a tax, yet it has proven to be a matter of protection to a large number of the various businesses that are now paying under it, and the amount of revenue produced up to the present time has exceeded the original budget estimate by some eight thousand dollars, the collections to date being approximately \$33,000, and with the months of May and June still to run, this total should be increased approximately \$2,000 more, making a total

for the year of about \$35,000. It is true we have a few of the larger businesses paying from two to three hundred dollars a year tax, but for a matter of comparison that other cities might wish to make with their own situation, I am giving the following list, classified according to the way that we now keep our license records, showing the amounts paid in for this fiscal year up to the 15th day of April.

Advertising	\$ 120.00
Amusements	1,120.00
Apartments	1,284.00
Art and Gift Shops.....	102.00
Auto Dealers	485.00
Autos for Hire	380.00
Bakeries and Delicatessens.....	306.00
Bath Houses and Bathing Cars.....	400.00
Barber Shops	360.00
Beauty Parlors and Manicures.....	95.00
Bowling Alleys	264.00
Candies, Soft Drinks, Ices, etc.....	840.00
Christian Science Practitioners.....	120.00
Cigar Stores	78.00
Cleaning Estab., Tailoring.....	472.00
Contractors and Sub-contractors.....	4,050.00
Dairies and Milk Wagons.....	160.00
Dance Halls, Dancing Teachers.....	117.00
Drug Stores	305.00
Dressmaking and Millinery.....	102.00
Dry Goods, Furnishing, etc.....	608.00
Employment Agencies	20.00
Feed and Fuel Stores.....	162.00
Florists and Floral Stores.....	75.00
Fruits and Vegetables (Wholesale and Retail)	312.00
Furniture	183.00
Games of Skill.....	3,200.00
Garages and Gas Stations.....	359.00
Groceries and Merchandise.....	1,321.00
Hardware	156.00
Hospitals and Sanitariums.....	66.00
Jewelers	114.00
Jitneys and Interurban Busses.....	2,025.00
Junk Dealers	395.00
Laundries	1,455.00
Lunch and Sandwich Stands.....	820.00
Manufacturers and Wholesalers.....	956.00
Meat and Fish Markets.....	495.00
Motion Picture Theatres.....	320.00
Music Stores and Studios.....	142.00
Notion and Novelty Stores.....	159.00
Oil Wagons	72.00
Paint Stores	60.00
Palmistry	750.00
Pawnbrokers	100.00

Peanuts and Popcorn	205.00
Peddlers (Auto and Foot).....	1,080.00
Photograph and Movie Studios.....	95.00
Pool and Billiard Halls.....	720.00
Printing and Newspapers.....	90.00
Professionals (includes Doctors and Dentists, Lawyers, Artists, etc.)....	996.00
Real Estate Dealers	954.00
Repair and Machine Shops.....	275.00
Restaurants (Table Service).....	765.00
Second-hand Stores	190.00
Shoe Stores	240.00
Shooting Galleries	145.00
Stationery and News Stands.....	131.00
Transfer and Storage Companies.....	140.00
Trucks (Local and Inter.).....	967.00
Umbrella Stands	6.00
Special Miscellaneous	615.00
	<hr/>
	\$33,099.00

This ordinance provides that every business of any nature with the exception of those exempt under the State laws in the City of Santa Monica pays a license tax. We also cover all the vehicles operating within our city being operated from points situated outside of our own city; for example, a laundry operating trucks or wagons from the City of Los Angeles pays the same license as do our local laundries. A truck, however, operating from a wholesale house in an outside city and delivering direct to our stores or business houses here pays on a tonnage basis.

The publication of the original ordinance, the printing of copies of the ordinance and the licenses themselves, which are all in loose-leaf form, and the making of the final records in this office, which are kept on 5x7 cards, alphabetically arranged according to the classifications noted above, amounted to about \$700, and in addition to this it was necessary to put on one license deputy at a cost of \$1800 for the year, so it will be seen that the entire additional cost was in the neighborhood of \$2500, although postage and incidental expenses

which are properly chargeable to the license department have been more than offset by the fact that the license deputy has been able to perform clerical duties in the various other departments during his spare time.

The Police Department are required under the ordinance to report in writing every business on their beat that has not procured or renewed their license, and each building contractor is required by the Building Department when obtaining a permit to show evidence that they have procured a license.

I will not endeavor to enter into a recommendation as to the advisability of such an ordinance for the reason that a great many cities are not limited as to their dollar rate for general municipal purposes, and there is considerable discussion always by the merchants in any city as to whether they should pay a personal property tax and also a license tax, but I might state here that this city collects the garbage out of general taxation and we make no charge for hauling any ordinary amount of rubbish, etc., from the business houses and other numerous items of benefit city officials are familiar with that the business section of the community receives, such as additional police protection, additional street lights, etc., and which items they receive out of general taxes, so that looking at it from the other angle, it might not be as unfair as some business houses may think.

I will be very glad to give any information that city officials may wish regarding such an ordinance, either by letter or at the next meeting of the League of California Municipalities, which is to be held in our city this year.

A NEW AUTOMATIC CUT-OUT IN SERIES INCANDESCENT STREET LIGHTING

Since the establishment of series incandescent street lighting as an economical means of city illumination, there has been a demand for a simple, sure working cut-out. Different forms have been tried with various success, all built around the principle of the voltage puncturing a specially treated insulator when the current ceased to flow through the lamp filament. The principle has never been at fault, but the mechanical means of realizing it have been at times crude and unfinished.

The General Electric Company has developed and is to-day marketing a magazine cut-out, which overcomes the objections to the older styles. It consists of a capsule containing a roll of dielectrically treated fabric. This compact, waterproof capsule is inserted in the

opening between the clips of a standard G-E series socket. A short length of the fabric is first drawn out of the capsule between the clip faces. When a lamp burns out the film at once punctures closing the shunt circuit, and allowing the other lamps to burn on without interruption. The old devices very often punctured cutting out the lamp without cause or refused to puncture at the right time thus plunging a section of the city into darkness.

Renewal by the lineman is a simple matter with the new cut-out. He removes the socket, separates the slips and pulling out the punctured section of film tears it off. His fingers, often oily and dirty, never come in contact with the new section of film which has been pulled into place. There is no



Using the New Cut-Out, Simple and Sure.

groping in the pockets for the old insulating discs or rings often rendered useless by dampness or dirt nor is there the temptation to insert a bit of tape, a match or other foreign substance between the clip faces when the right material is not at hand, a procedure which in the past has often raised havoc with lighting circuits.

Another marked advantage of the new magazine film cut-out is its exceptionally long life. Allowing three burned out lamps a year, the cut-out with its fifteen dielectric surfaces is good for five years' service.

This device was designed by H. E. Butler, of the G-E Company's Illuminating Laboratory.

WHAT OUR PACIFIC COAST CITIES ARE DOING

Bakersfield—The City Treasury on April 1, had \$95,401.37 on hand.

Berkeley is planning the widening of College Avenue, the main automobile artery into Oakland.

Burbank has authorized a bond issue of \$140,000 for the installation of a sanitary sewer system, by a vote of more than three to one.

Chico—A special election will be held in May for the purpose of voting on a prohibition ordinance, and at the same time, electing a Board of Freeholders to draw up another charter similar to the one recently defeated.

Fairfield Trustees are amending their license ordinance and providing for the collection of licenses from outside firms transacting business within the city.

Fresno—Truman G. Hart has been elected Mayor of this city by a substantial majority. The Mayor-elect announces that he will retain the present heads of the Fire and Police Departments, W. C. Berkholtz and Frank P. Truax, respectively.

Gilroy has adopted a new building ordinance.

Glendale has adopted a new charter under the City Manager form. One hundred thousand dollars bonds have also been authorized for improving the municipal water works. The proposition for a gymnasium, swimming pool, parks and a garage were turned down.

Healdsburg—Tax payers started the ball rolling for the acquisition of a new electric power plant.

Hyde Park, Los Angeles County, has decided to incorporate as a city of the sixth class.

The League of Sacramento Valley Municipalities has organized and elected C. A. Bliss, Sacramento, President, and M. J. Desmond, Sacramento, Secretary-Treasurer.

Lincoln will start work this spring on a new city auditorium.

Long Beach voted to adopt the Freeholder Charter, which provides for a council of seven members and a city manager (salary to be not less than \$7,500 per year). The change will be made early in July.

Los Angeles is to spend \$2,100,000 in building municipal docks on Terminal Isl-

and, a connecting roadway to the Long Beach Channel, and a drawbridge to furnish railroad and motor truck connection between the mainland and the Island.

City Auditor Myers recently issued an interesting statement showing the fluctuation in the case of money since 1895. In that year the city had no difficulty in floating bonds at four and one-half. In 1897 the rate went to four; in 1901 to three and three-fourths, where it remained until 1905, when it again rose to four per cent. In 1907 the new rate amounted to four and one-half per cent. And it has been rising ever since. In 1913 the rate was as high as five and one-half per cent and in 1919 it went up to six per cent.

The local chapter of the American Association of Engineers gave a banquet on April 11, at the City Club in honor of George W. Fuller of New York, and George C. Whipple, President of Sanitary Engineering of Harvard University, leading sewerage experts in the United States.

Councilmen have invited a committee of business men to assist in cutting down the budget for the coming year.

It has been recommended that all requests for permits to open dance halls or pool-rooms be published for two weeks before the request is granted.

The city's present outstanding bonded debt is thirty-three million dollars.

Los Banos Trustees have under consideration a new ordinance providing for prohibition enforcement and in relation to collection of garbage.

Manteca proposes to have a City Planning Commission.

Montecito is disputing certain water rights with the City of Santa Barbara.

Napa—The express and draymen rather favor a license fee, provided that all persons, local or out of the city who carry on such business within the city be taxed equally.

Newport Beach—Building permits for the month of April have averaged about \$1,000 per day.

Oakland—Superior Judge Church recently sustained an ordinance regulating dance halls, investing the Police Department with full power to grant a permit. The city has

CHAS. T. PHILLIPS

CONSULTING ENGINEER

SAN FRANCISCO

STREET LIGHTING EXPERT

adopted a zone ordinance and has appointed a City Planning Commission.

Pasadena recently amended its charter so as to provide for the City Manager form of government.

Porterville—The League of Municipalities of San Joaquin Valley met here. The proposition of Los Angeles taking water from the Colorado River was one of the principal topics of discussion.

Richmond has employed Dr. Aroncovici, of Berkeley, as its City Planning Expert.

Riverside is in the market for a new fire truck. The Council recently received bids for paving the one-mile stretch on New Magnolia Avenue.

Redwood City Trustees are considering plans for improving the city's water front.

Roseville city officials are working out details which should result in the city owning its own water system.

San Anselmo Trustees are considering the proposition of acquiring a public park.

San Bernardino—S. W. McNabb has been elected Mayor of the city by a majority of 259.

San Bernardino—Gordon Whitnall, Secretary of the City Planning Commission of Los Angeles, and competent expert on things beautiful, has seen fit to term San Bernardino the "Gate City to God's Country."

San Diego—J. J. Bacon has been elected Mayor over the present incumbent, James E. Wadham, by a majority of 95 votes out of seventeen thousand votes cast. Indications are that the tax for 1921 will be the least for several years passed.

San Bernardino County will soon be

greatly benefited by the opening up of a new road from Field to Silver Lake—cutting about seventy-five miles from the present Arrowhead Trail.

San Francisco's outstanding bonded debt is forty-eight million dollars.

Sanger—Mr. L. Street was recently appointed City Marshal.

Santa Ana—"The one big lesson of democracy: That the glorious privilege of voting becomes a menace to society when not recognized as a sacred duty."

Santa Barbara is forming an ordinance governing vacation periods of city employees and the city's responsibility to employees in case of sickness.

Santa Maria will utilize Buena Vista Park for a tourist camp until a more permanent site is secured.

Sonoma County statistics show that the planting of grape vines has been very heavy this year.

Stockton is planning a new city hall of six or seven stories, the ground floor to house the public library.

Tehama County bee keepers have organized as a department of the Tehama County Farm Bureau. A. C. Gridley, of Dairyville, is secretary.

Turlock has adopted a prohibition enforcement ordinance.

Uplands—Mayor A. H. Johnson has been persuaded to withdraw his recent resignation and remain on the job.

Venice—Charles Warren, in the "Venice Vanguard" of April 9, says that Thomas Hanna is one of the best city clerks in the State of California.

TITLES OF NEW ORDINANCES RECEIVED

Automobile Busses, Jitneys, Taxi-cabs, relating to operation of and fixing fee. Modesto.

Automobile Filling Stations, and Public Filling Stations, regulating construction, maintenance. Riverside.

Begging (Prohibited), Soliciting Alms and Contributions for Charitable Institutions (Regulated), and establishing a Commission of Public Charities and defining powers. Berkeley.

- Circuses, Carnivals, Tent Shows**, fixing license tax. Santa Paula.
- City Planning Commission**, creating, providing for appointment of members, prescribing powers and duties. Oakland.
- Classifying Offices of Employment (Amendment to)**, providing for employees highly specialized in oils, petroleum products, and materials used in engineering construction, laboratory, testing, etc.
- County Offices**, authorizing closing on legal holidays. Stanislaus Co.
- Dogs**, imposing a license tax, regulating running at large and impounding. Modesto.
- False Fire Alarm Signals**, prohibiting the giving of. South San Francisco.
- Fire Limits**, establishing. Dinuba.
- Fortune Tellers, Palmists, Clairvoyants and Mediums**, prescribing license, penalty (amendment). Sacramento.
- Franchise, Pipe Lines, Pole Lines**, granting right to construct, maintain, remove, with specifications thereto. Taft.
- Gambling, Gambling Games**, prohibiting. Vacaville.
- Grades**, of certain streets, establishing. Merced.
- Intoxicating Liquors**, prohibiting sale of, except under certain conditions. Santa Rosa, Manteca, Watsonville, Santa Paula, Crescent City, Lompoc.
- License Tax**, general business. Fillmore.
- Morgues and Undertaking Establishments**, describing district where permitted. Los Angeles.
- Motor or Horse Drawn Vehicles**, transporting passengers for hire, placing license tax on. Madera.
- Oil Refineries, Crude Petroleum Refineries**, prohibiting outside certain district. Los Angeles.
- Open Corrals or Enclosures**, where loose stock are kept, prohibiting without permission of City Commission. Sacramento.
- Petroleum and Products**, providing for the testing and storage. Los Angeles.
- Pipes and Pipe Line System**, franchise granting permission to lay and operate for fifty years (gas). Orange County.
- The Proposition—Acceptance (yes or no) of Certain Company's Proposal Relative to Structure Over St. Vincents Place**, placing on ballot, to ascertain the people's wish. Los Angeles.
- Public Boulevard**, declaring a certain road to be, and regulating use of. Oakland.
- Public Dance Halls and Dances**, providing for licensing and regulating. San Jose.
- Public Dance Halls**, license fee changed (an amendment). Pleasanton.
- Public Roads, Highways and Bridges**, providing for protection, preservation and use of. Sutter County.
- Real Property**, owned by city, regulating sale of. Los Angeles.
- Real Property**, purchase by city, authorizing. Stockton.
- Residence Districts**, certain single family residence and apartment, and certain single family residence (an amendment to add foregoing). Oakland.
- Retirement System**, adopting the provisions of an act of Legislature, authorizing counties to establish a retirement system for their employees. Los Angeles County.
- Sewers, Plumbing**, inspection of. Modesto.
- Special Election**, proclaiming and giving notice of (proposing new Freeholders Charter, concerning industrial districts, establishing consolidated election precincts, designating polling places, salaries). Long Beach.
- Street Improvement Procedure**, providing for, and prescribing methods of assessing costs (contains bonding). Sacramento.
- Superintendent of Buildings**, creating the office of, and regulating erection of buildings, awnings and signs. Paso Robles.

HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary California State Board of Health.

Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles.

Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.

Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

CALIFORNIANS WHO ARE PROMINENT IN PROMOTING PUBLIC HEALTH



WM. SIMPSON, M. D.

Dr. Simpson is as young as any health officer in the State, but nevertheless, he has richly and deservedly earned the title of "California's Grand Old Man" in public health. He was first appointed health officer of San Jose in 1889. A few years later he was made county health officer of Santa Clara County, which position he still holds. He has served longer in the capacity of health officer than any other such official in California. No one in the State has a more enviable record than he. Not only did Dr. Simpson organize the first health officers' society in California, but he it was who introduced the resolution making the Health Officers' Society the Health Officers' Section of the League of California Municipalities. Dr. Simpson never

misses attending the annual conference held in conjunction with the annual meeting of the League, and needless to say, no conference of health officers would be complete without his presence.

Note: Dr. Luther M. Powers, Health Commissioner of Los Angeles, will be the subject of next month's biographical sketch.

SANITATION OF AUTOMOBILE CAMPS

In addition to the large number of private automobile camps, for the use of which a fee is charged, there are a large number of municipalities in California maintaining free automobile camping grounds. There are no less than 86 such institutions in California; 46 of these are in northern California and 40 of them are south of the Tehachapi. Following are the names of the cities maintaining these places for the benefit of tourists:

Northern California

Arbuckle	Lakeport	Sacramento
Auburn	Marysville	Salinas
Chico	Merced	San Jose
Cloverdale	Monterey	Santa Cruz
Colusa	Nevada City	Santa Rosa
Corning	Oroville	Sisson
Davis	Orland	Stockton
Eureka	Pacific Grove	Tulare
Fresno	Gridley	Ukiah
Gilroy	Petaluma	Visalia
Healdsburg	Placerville	Weaverville
Independence	Porterville	Westwood
Kennett	Quincy	Woodland
King City	Red Bluff	Willows
Los Molinos	Redding	Yreka
	Roseville	

Southern California

Alhambra	Huntington	San Dimas
Anaheim	Beach	San Gabriel
Bakersfield	Imperial	San Luis
Brawley	Long Beach	Obispo

Buena Vista	Los Angeles	San Pedro
Park	Newport	Santa Ana
Camp Cajon	Beach	Santa Barbara
Calexico	Pasadena	Santa Monica
Calipatria	Pomona	Santa Maria
Chino	Redondo	Seal Beach
El Modeno	Beach	So. Pasadena
Elsinore	Redlands	Sunland
Fallbrook	Riverside	Sunset Beach
Fullerton	San Bernar-	Van Nuys
Hermosa	dino	Venice
Beach	San Diego	

In order that the public health may be maintained, and in order that these places may present an attractive appearance, reflecting credit to California and her municipalities, the State Board of Health has adopted rules and regulations for the conduct of these camp grounds.

These camp regulations require that a water supply of acceptable sanitary quality be provided in sufficient quantity to meet all requirements of the maximum number of persons using the camp grounds. In addition it is stipulated that inferior water supplies must be either eliminated or purified, or shall

be kept posted with placards definitely warning persons against its use.

As for sewage disposal, it is required that fly-tight privies, water-flush toilets, or other acceptable toilet facilities shall be provided and kept in a clean and sanitary condition. Fly-tight depositories for rubbish, garbage, or other refuse must be provided and located in conspicuous places. They shall not be permitted to become foul-smelling, unsightly, or breeding places for flies. At least one care-taker must be employed by the management, who shall visit the camp grounds every day that campers or picnickers occupy the tract, and he shall do whatever may be necessary to keep the camp and its equipment in clean and sanitary condition.

These are the main points in the Board's regulations. Full and complete copies covering all the requirements of the Board of Health may be obtained by addressing the Secretary of the State Board of Health at Sacramento.

THE WEAKNESS OF COMMISSION GOVERNMENT.

BY CHARLES M. FASSETT

Ex-Mayor of Spokane

As foreseen in 1914 by our committee on commission government certain imperfections have developed which are remedied in the commission manager form. They are here discussed from the standpoint of actual experience by one who has served several terms as a commissioner.¹

Late in 1910 the commission form charter, which had been prepared by a freeholders' commission of fifteen, was approved by the voters of Spokane, and the five commissioners who had been elected early in 1911 took office on March 14 of that year. Previous to 1911 there had been the usual city govern-

ment of that day: a mayor and ten councilmen, two elected from each of five wards, and a board of public works consisting of three citizens appointed by the mayor and having charge under him, more or less directed by committees of the council, of the various activities of the city.

A few high-class men had in the past been elected to the city council and an

¹For report of committee on the commission form of government see NATIONAL MUNICIPAL REVIEW, vol. iii, p. 44, January, 1914.

occasional one appointed on the board of public works, but as a rule the character of the latter body had not been high and frequently men of very mediocre ability and questionable motives had dominated its procedure. Petty partizan politics was an everyday feature of the government. There was no civil service law excepting in the police and fire departments, and the appointment of the chiefs of these departments and of heads of, and important positions in, the various other departments was the reward of party or personal fealty to the crowd then in power. Spokane politically was not much better nor much worse than the government of the bulk of American cities, called by Lord Bryce "the conspicuous failure" of our political life.

A small group of earnest men took up the study of the then new commission form, got what information was available from cities where it had been put into use and, having determined upon establishing it in Spokane, used every means available to give it publicity. When the new charter was ready for submission to the voters opposition developed from three principal sources: first, the saloon-keepers, gamblers and those who practiced or made profit from the various forms of vice common in cities; secondly, the politicians, particularly those forming the government then in power, their hangers-on, heelers, and beneficiaries, and thirdly, a considerable number of the active business men of the community, too busy to study the new proposal for themselves, fearful of a change that might hurt business, and easily frightened into opposition at any movement for a "new-fangled" scheme of government. A manifesto was issued over the signatures of over two hundred of them, saying that the proposed new government would be expensive, ineffective, dangerous and altogether impossible.

The new charter, in spite of this opposition, was adopted, but by a rather light majority. It followed closely the charter of Des Moines, Iowa, providing for five commissioners, constituting the city council and each in charge of one of the five departments into which the administrative work of the city was divided. The council chose one of its members as mayor and itself determined which of its members should head each department. The mayor was president of the council and titular head of the city, but otherwise his power was no greater than that of any other commissioner. The salary of the commissioners was \$5,000, their term was four years, and they were required to give their whole time to the city's work. The preferential system of voting was used. The schools, parks and public libraries of Spokane are administered by non-salaried separate boards, the former under state law.

THE COMMISSION FORM AND IMPROVEMENT

At the first election of commissioners there were ninety-two candidates, five to be elected. It was a heterogeneous list, including nearly every one officially connected with the old regime, plenty others of like type and capacity, many incompetents attracted by the salary, but with a fair sprinkling of high-class men, awakened to a new sense of public duty. Three of these latter were elected, together with one of the best of the former city officials and a fifth man who was then at the head of organized labor, editor of the local labor newspaper, and was a man of force and intelligence. Every member of that council was thoroughly honest and determined to give Spokane the best government in its history. This spirit, coupled with the better and more responsive machinery provided by the new charter, accomplished a very marked improvement in civic affairs and when,

a year or more later, the forces of evil, which had been greatly restrained, tried to overthrow the new government and go back to the old system, the people sustained it by a considerably better majority than that by which the new charter had been adopted.

No one is likely to question, in the light of the experience of over four hundred cities and towns in the United States, the great improvement brought about by the introduction of the commission form of government. If its only accomplishment had been the abolition of partizan politics in city life it would have been a very great step in advance. Its chief accomplishment, in my opinion, has been the definite fixing of responsibility for the conduct of the various branches of the city's business and the bringing of the government more closely into touch with the people. The Spokane commissioners meet in administrative session at a fixed hour on every business day and the citizen knows and appreciates that he may then bring to their attention any city matter in which he is interested.

But fixing responsibility upon a weak man does not make him a strong man, and if it results in turning him out of office at the end of his term, or recalling him before his term expires, it does not insure a higher efficiency or intelligence in his successor. Under the commission form the voters should elect the best men available for the job and keep close watch upon the man in charge of each department, rewarding him by re-election if honest and competent and punishing him by defeat or recall if he proves a failure.

ADMINISTRATION BY AMATEURS

This is the theory, but it is not the practice. Men are usually elected because they are good vote-getters. Popular men, men who are good "mixers," men who have good standing in church,

lodge or union, men who know how to dodge, trim and side-step, men who are politically wise and who are willing to make intensive personal campaigns—all these classes stand a better chance of election than the straight-forward, the honest, the successful, the competent, who are not adepts at the political game. Those who are successful in their own business cannot afford, except through a sense of public duty, to run for office, and will not do the things which ordinarily must be done to be elected.

Every city has plenty of desirable men who, particularly when the community has been aroused by some glaring failure in its government, are willing, frequently at great personal sacrifice, to serve it as public officials, but they are unable and unwilling to contend for the positions with those who are less qualified, but who "know the game." And when once installed in office, they are less likely to be retained. It is my theory that a man who is honest, competent and fearless in the conduct of a public office is, while making some friends who understand his value, continually building up an army of discontent and dissatisfaction which will surely swamp him. In the course of his work he must deal justly with those who do not want justice; he must deny those who desire, and have been accustomed to, special privilege, and he must disappoint those who expect more of government than it is able to accomplish.

And it is a notable fact that citizens will usually vote their animosities and prejudices rather than their approvals and commendations. As in presidential elections party leaders prefer a candidate who is not well enough known to the people to have created strong sentiment regarding himself, so in municipal contests the nonentity with a pleasant smile, an engaging manner and a hearty handshake, of whose capacity for the

job, or the lack of it, little is known, has a decided advantage. What the voters do not know about a candidate does not hurt his chances of election.

Elected city officials are all amateurs and they know that after a term or two in public office they will be dismissed if not discredited, and will be obliged to hunt up another job, or to pick up the tangled threads of their own business which they dropped to accept the public place. Under commission government we have expected to elect experts, for the conduct of the various activities of the government is an expert job. It is our collective business and, as such, is more important that any citizen's individual business.

Your mayor or one of your commissioners, receiving four or five thousand dollars a year salary and perhaps worth it, is expected to carry on negotiations for a new franchise for the electric light and power company with its president, who has been trained and has spent his life in the business and who receives and earns a salary of \$20,000 a year. It is an intensely technical game and the loser may involve his employer, the public, in complications and losses which will endure for a generation.

Amateurs are not fitted for such work and this is one of the failures of commission form of government. We have notoriously failed to elect experts as public officials, even in the rare cases where experts were available. Yet we must elect the officials who represent the people in fixing our governmental policies. Any other course would be a subversion of the democratic ideal upon which our government is founded. But we must cease to attempt to elect experts in the great business of administrative government. Yet we must find trained men, appoint them and pay them adequate compensation.

POLITICAL AND ADMINISTRATIVE FUNCTIONS COMBINED

An argument used in favor of commission form government at its inception was that it would be a decided advantage to have the active heads of departments sit as a city council to pass the ordinances; that the men who did the city's work would be best qualified to make the city's laws. This is no more nearly correct than the obverse—that the men who make the laws are best fitted to do the work.

It is probably true that five heads of departments would do better as a legislative body than the old style city council, but serious objections have developed to giving both legislative and executive functions to the same men. Their first legislative act is to organize after each election and distribute among themselves the various departments of the city's administrative functions. Say that two or three want to be mayor, or that all wish to escape the police department, or that strong rivalry exists for the control of the water department. A combination of three members decides, and incidentally develops hard feeling from the start.

This is obviated by the custom in some commission cities of electing men for the specific departments, but it has been my observation that in such circumstances the hard feelings, while not generated so early, continue longer. Instead of being dependent upon his associates for his assignment, the commissioner of public works feels his independence and is quite likely to frequently assert it in the council meetings. The result is a continuous wrangle.

Appropriating money for specific use is a legislative function. One commissioner has been allowed an appropriation for an auto truck and proposes to buy it from a certain dealer who has helped him at election time. Other commis-

sioners know that this particular truck is a poorly built vehicle and unfit for the purpose for which it is intended, but, aware that a like occasion may arise in their own departments, they are not likely to interfere with the purchase, and the city suffers. Dependent upon each other for the administrative positions they hold, accustomed to the work in their departments and not desiring to be transferred, they are likely to act favorably upon the recommendation of one of their associates, even though they know it is against the city's interest. The location of a bridge and raising the money for it are legislative acts; building the bridge is an expert job which cannot be safely intrusted to the elected department head, who can and should represent his constituents in locating and financing it.

In Spokane, and I believe in many other commission cities, there has been a gradual but decided deterioration in the quality of the government following every election since the first. Candidates are fewer in number, and men of proven competence are conspicuously absent from the lists. Men who are successful in their own business have been replaced by graduates from the bankruptcy courts. In the commission which started the year 1920 there were four members who had held city or county office under the old regime. Men who have served the city at a personal sacrifice have been replaced by others who never in their lives have earned as much as the salaries they are now receiving.

The first commission did much real constructive work. It eliminated many dangerous railway grade crossings, broke the contractors' ring by daring to do city work by day labor, funded the floating indebtedness at lower interest rates, reduced the tax rates, secured better terms from privately owned public utilities, and generally improved physical

and moral conditions in the city. A standard was set which has held weaker councils up to a higher mark of service, but initiative, resourcefulness and vision, these and the other qualities of leadership have been replaced largely by the unproductive impulse to "get by" and to "hang on."

The struggle seems to have narrowed down to an effort to avoid criticism, for which the excellent recipe given by Elbert Hubbard is to "say nothing, do nothing, be nothing." Credit has been sought for "cutting down expense" by dismissing a useful and valuable employe, whose service to the city was worth many times his salary. With this feeling at the top the spirit of inaction goes down to the bottom of every department. Every city has some faithful and efficient employes but, when these find that their chiefs are always trimming and will not support them when they take an honest and firm position, they soon lose heart and begin to contribute to the general decay.

CONCLUSION

I am an optimist. I know that great progress has been made in municipal government in the past twenty years and that there is strong hope for the future. But the way to bring about the fruition of that hope is to look our present deficiencies squarely in the face and plan our remedy only after careful study of the symptoms.

Commission form is admittedly an improvement over the old system; it has demonstrated that a charter is a vital force for better government even in the hands of the same old personnel. Like all human productions every charter has its weak spots, but the old fallacy that government is entirely dependent upon good men in office has gone into the discard and we know now that we want not only the best men we can find in our

public offices, but we want the best tools we can invent for them to work with.

The greatest hindrance to good government is the negligence of, and indifference to, the duties of citizenship on the part of the individual voter; it may be that we can correct this evil, to some extent at least, by the introduction of a system of voting which will make his ballot more effective. Our failure to elect competent men for executive officials suggests the separation of legislative and executive functions, electing for the

former and appointing for the latter, making the duties of the legislator so light that strong and public-spirited men can undertake them without abandoning their private business, and requiring trained men for our administrative officials. Expert city executives, trained and experienced men, brought from any section of the country and paid a proper salary, will soon be as common in our cities as are now expert superintendents of schools or expert managers of private business undertakings.—*Nat. Mun. Rev.*

AN ADMINISTRATION OF MUNICIPAL WATER WORKS.

The Clarksburg, W. Va., Water Board, herein created when this act goes into effect, shall supersede the water-works and sewage board created by Chapter XII of the Acts of the West Virginia Legislature, Session 1909. The Water Board shall at its first meeting, or as soon as practicable thereafter, appoint a General Manager for the water-works plant and system of the city. The General Manager shall act as Secretary for the Water Board, and shall be treasurer of the Water Board. Said Board shall have the power to employ such hydraulic engineers, mechanical engineers, and other technical experts, attorneys, assistants, agents or other employes as they shall at any time deem necessary for the good of the public service. They may create, fill and discontinue employments other than those herein prescribed, according to their judgment of the needs of the department.

Department of water-works shall be "an administrative entity" separated from the general city government and administered by the Water Board, elected for a term of three years.

In order to prevent the pollution of the waters from which the people of the city take water for domestic uses, the jurisdiction of the Water Board shall be co-extensive with the location and extent of the waters from which such supply is taken, except that in no event shall such jurisdiction exist within any other incorporated city or town.

Power of Eminent Domain.—The Water Board as herein created shall have the right under the power of eminent domain to condemn, acquire and appropriate any property and acquire the fee simple title or any lesser estate or easement therein for any public use, whether said property be located within or outside of the corporate limits of said city, including the right to acquire property for the construction and maintenance of sewer lines, sewage disposal plants, water lines and mains, pump stations, reservoirs or reservoir sites, dams for storing water, and the right to create storage reservoirs by flooding adjacent properties, and for every other pur-

pose required in the construction, maintenance and operation of water systems and plants for the purpose of supplying water to the public. The proceedings to acquire such lands, estates, or easements shall be the same as provided by general laws of the state of West Virginia for condemning and appropriating private property for a public use.

The Water Board is empowered to fix, regulate and change rates and charges for water supplied to all consumers, and to adopt and prescribe rules and regulations which shall be observed and obeyed by all consumers in reference to the use and consumption of water taken from city mains; the terms and conditions upon which connection to the said mains shall be permitted, and the place and manner of making the same; to fix penalties by way of additional charges for failure to pay water rents promptly, and to this end may discontinue the supply of water of any consumer who fails to pay for the same as required; to require all users of water for temporary purposes to pay for the privilege in advance; to refuse to furnish water to any building or habitation in the city unless the owner thereof shall assume liability for the payment of the charges for the water so furnished; to charge the cost of installing water service lines from the curb line to the mains against the landowner, and to require the payment in advance for installing such line and making connection with the water main; whenever the City Council shall determine to pave or repave any street, the Water Board is authorized to make a proper connection and lay a water service line from the main to the curb for each and every lot or for any part of a lot under separate ownership, although no water service may at the time be necessary or required for any such lot or part of lot, and to charge the cost of making such connection and laying such water service line against the owner of the property, and the cost of laying such water service lines and making such connections shall in every instance be a lien upon the lot or part of lot to be benefited thereby, and the Water Board shall have

the right in the name of the city to institute and prosecute any proper suit in the circuit court of Harrison County, W. Va., for the collection of such charges by a sale of the property on which the same constitutes a lien.

Plumbers are required to pass examination and obtain certificates of competency. The city may require all persons who engage in the business of plumbing to pass an examination and obtain a license or certificate for such purpose. For this purpose there is hereby created a board of examiners of four persons to consist of the Superintendent of Public Welfare and the General Manager of the Water Board and of two other persons selected by them, one of whom shall be a master plumber and the other a journeyman plumber. The license shall be for such term or period as may be prescribed

by the examining board. The Superintendent of the Department of Public Welfare and the General Manager of the Water Board shall not receive any compensation for serving on the board of examiners, but the additional members shall be entitled to a sum not exceeding \$5 a day for each day of actual service, to be paid out of the funds of the Water Board. The General Manager of the Water Board shall be ex-officio secretary of the board of examiners, and he shall make out and certify, and the Superintendent of the Department of Public Welfare shall countersign all certificates of licenses, and said secretary shall keep and preserve all papers and records relating to the work of said board. The board shall be governed by any ordinance in force in the existing city of Clarksburg when this act goes into effect, or which may be passed by the Water Board.

GOVERNOR PHILIPP'S WELCOME—ADVOCATES CITY MANAGERS.

Governor Emanuel L. Philipp, of Wisconsin, in his message of welcome to the Summer School, deplored the fact that citizens best qualified to carry on government could not be interested in the task, and declared that the ideal would be realized if municipalities could be ruled by trained city managers. Governor Philipp said in part:

"As I understand it, one of the objects of your school is to study municipal government and suggestions for its improvement. This is a large subject, one that is of great importance to the people. The difficulty with our form of municipal government is that those who are best qualified to carry it on successfully are unwilling to devote their time to it. There is now and then a mayor or a councilman who is well fitted for the place which he occupies. However, generally speaking, it will not be denied that many cities are misgoverned because of unwise selections made by the people for the important places in our municipal affairs. There are many reasons why men who are well equipped to undertake the management of cities decline the positions. One of their excuses is that they cannot be spared from their business. This reason holds good in some cases, but in the main it is wrong be-

cause we all owe something to the public and to our government which cannot be squared away merely by paying taxes.

"Business men are frequently the loudest in their complaint about government. They are usually the strongest in their denunciations after the elections. Before the elections, when they should exercise their influence over their fellow citizens, they seldom find the time to do it. We often hear men who have prospered say 'I hate politics,' or 'I would have nothing to do with politics.' These are unfair statements. Men who prosper should realize that they have prospered by reason of the protection of the government and that the government is after all the most important institution that we have, and if we permit it to fall into the hands of unwise or dishonest people, their accumulated wealth will slip away.

CITY GOVERNMENT A BUSINESS

"You will do well if you can convince the people of the municipalities you represent that city government is a business that should be carried on by men well qualified, even though they are not orators. What the people need in places of that kind is thinkers, men who know how to get the most for the people's dollar, who have a proper respect for the taxpayer's interest, and who are not so

anxious to plunge the city into debt for future generations to pay.

"It would be ideal if young men could be trained for municipal management just as we train men for other professions, and instead of electing mayors, common councils should be empowered to hire the best

talent they can find; whether they be known as mayors or managers, it is immaterial. What the cities really need is talented men to carry on city government, men who will give them the necessary improvements and endeavor to keep municipal expenditures reasonably within their income."

THE SITUATION IN MASON CITY.

The Chamber of Commerce of Mason City, Iowa, has been working for almost a year in an endeavor to secure a Board of Trustees for the operation of its municipal water-works. A petition with a number of names was circulated and handed to the City Council. The Council delayed making a canvass of the petition to see that it had been properly signed by qualified electors of the city, because they were opposed to giving the people an opportunity to express themselves on this question. Late this spring, however, when the City Council learned that it would be necessary to get the endorsement of the voters of the city for a bond issue of \$300,000, the assistance of the Chamber of Commerce was sought in putting over the election, with the promise that if this assistance was forthcoming, an election for a Board of Trustees would be called at any time the Chamber of Commerce committee requested it.

Accordingly, the bond issue was placed before the people at the time of the election on June 7, 1919, and was carried. Very soon thereafter, July 27, was set as a date for a second election for the bond issue. At this time, the Council did not consult the Chamber of Commerce, figuring that the election could be carried without assistance, but when the committee learned this it insisted that an election for a Board of Trustees be held at the same time as the election for the

bond. This was agreed upon, and the Chamber of Commerce undertook to create sentiment in favor of both propositions. The utmost publicity was given, and the city was thoroughly organized in each ward and precinct. Checkers were provided in each of the polling places, and automobiles worked during the entire day to bring out the votes. The result was: for the bonds 1,473, against the bonds 155; for the trustees 1,053, against the trustees 584. The proposition to have a Board of Trustees for the management and control of the water-works carried, while the bond issue failed to carry in spite of the large majority in favor of it. The law stipulated that in order to carry a bond issue of this kind, a majority of those who voted at the last general election must be in favor of it. This required a total vote of 1,651 in favor of the bonds, which was not accomplished.

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NOTICE OF SALE

Notice is hereby given that the Board of Trustees of the City of San Leandro, in pursuance of a resolution of said Board, adopted on the 4th day of April, 1921, that said Board will, on the 16th day of May, 1921, sell to the highest bidder for cash, one hand-drawn single

cylinder Waterous pump, 250 gallon capacity.

Bids for said pump must be in writing and filed with the City Clerk of the City of San Leandro on or before the said 16th day of May, 1921.

The said Board of Trustees reserve the right to reject any and all bids.

J. J. GILL, City Clerk.

FIRE ENGINE FOR SALE

Triple Combination Motor Fire Engine manufactured by the Waterous Fire Engine Company.

This is an ideal piece of modern fire-fighting apparatus equipped with a 250-gallon pump and is especially suited to the requirements of smaller cities and towns. There is a Waterous Fire Engine for every need.

Waterous Fire Engines have recently been purchased by Sonoma, Manteca, Gustine and Los Banos, California. Ask them.

Write for literature.

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STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACT OF
CONGRESS OF AUGUST 24, 1912,
of PACIFIC MUNICIPALITIES published monthly at San Francisco for April 1, 1921.
STATE OF CALIFORNIA, } ss.

County of San Francisco.

Before me, a Notary Public in and for the State and county aforesaid, personally appeared Wm. J. Locke, who, having been duly sworn according to law, deposes and says that he is the Editor of Pacific Municipalities, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, embodied in Section 443, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor, and business managers are:
 Publisher, A. Carlisle & Co. 251 Bush St., San Francisco.
 Editors, H. A. Mason and Wm. J. Locke. Pacific Building, San Francisco.
 Managing Editor. Pacific Building, San Francisco.
 Business Manager, A. Carlisle & Co. 251 Bush St., San Francisco.
2. That the owners are: (Give names and addresses of individual owners, or, if a corporation, give its name and the names and addresses of stockholders owning or holding 1 per cent or more of the total amount of stock.)
 H. A. Mason and Wm. J. Locke. 251 Bush St., San Francisco.
3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.) None.

WM. J. LOCKE.

Sworn to and subscribed before me this 29th day of March, 1921.

(Seal)

Form 3526.—Ed. 1916.

NOTE—This statement must be made in duplicate and both copies delivered by the publisher to the postmaster, who shall send one copy to the Third Assistant Postmaster (Division of Classification), Washington, D. C., and retain the other in the files of the post office. The publisher must publish a copy of this statement in the second issue printed next after its filing.

B. M. JACKSON,
(My commission expires Sept. 19, 1923.)

Is Your Chamber of Commerce A Leader or A Leaner?

Some of our greatest cities have few natural advantages.

They are not great by nature, but because the vision and energy and courage and faith of MEN MADE THEM GREAT.

Cities become great—not in numbers alone, but in fullness of living, when their citizens form the habit of working together.

This habit of co-operation is developed through strong Chambers of Commerce, grounded on the solid foundation of the successful experience of progressive cities—Chambers of Commerce of achieving power, with a worthy goal, and backed by the minds and hearts and pocketbooks of their citizens.

THAT IS THE KIND OF CHAMBER OF COMMERCE THE AMERICAN CITY BUREAU BUILDS.

That is the kind of Chamber of Commerce you can have in your city.

It is not an accident that the best cities have the best Chambers of Commerce.

Nor is it by accident that the best Chambers of Commerce employ the services of the American City Bureau, when in need of professional assistance.

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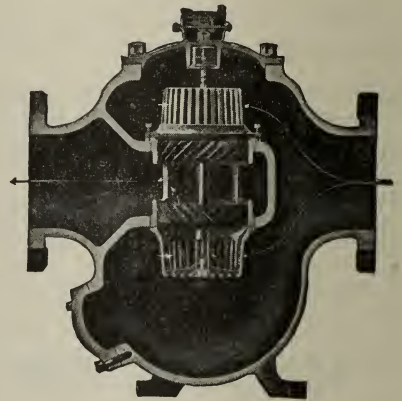
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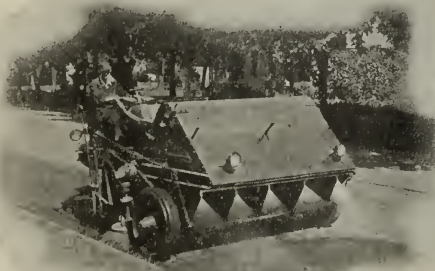
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A PROGRAM FOR POWER DEVELOPMENT

(Continued from page 134)

be done, what I am doing is asking the revenue necessary to get more bondholders and more stockholders and supply the capital to carry on this work. What we seek is that revenue which will make possible the thing which ought to be done. And the second thing I want to emphasize is that the people of this State will profit in two ways: In improved quality of service without increased cost and in adequate quantity of service, provided we can secure the good will and cooperation of the public in the momentous tasks which confront the whole public service industry. I put into that industry not only the power and gas companies, but the transportation companies as well. Public support, public cooperation, public good will in respect of the public service industry will be the best investment the public can make. I think that is all, Senator.

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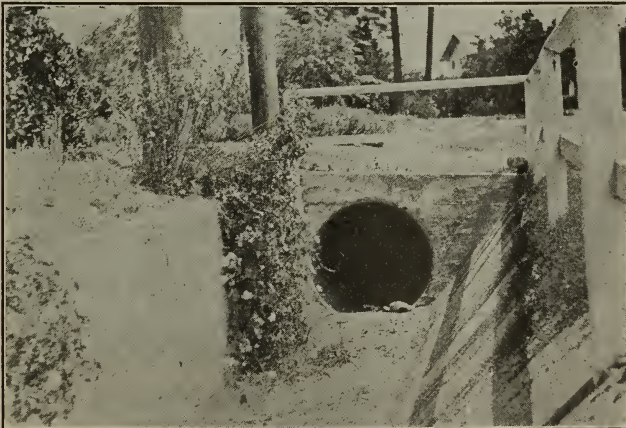
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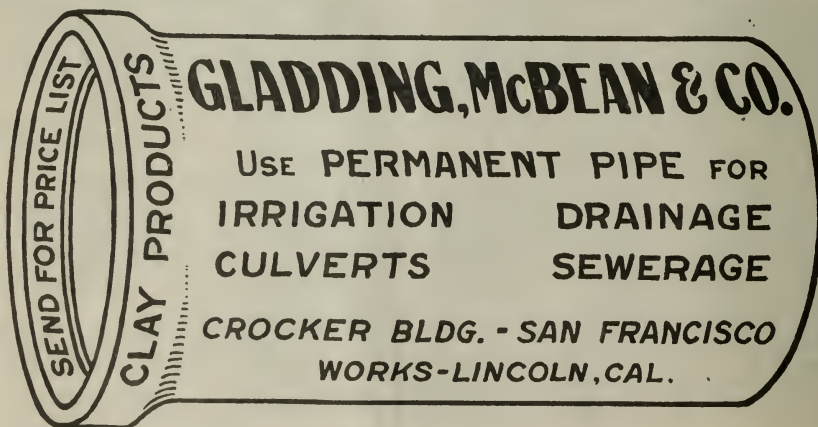
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Pickering Pleasure Pier, Santa Monica

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MAY, 1921

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The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California, under the Act of March 3, 1879.

"AMERICA'S GREATEST PUBLICLY OWNED ELECTRIC LIGHT AND POWER SYSTEM" AND ITS THREE- CENT RATE FOR 235 CITIES

By R. T. JEFFERY, Assistant Engineer
Hydro-Electric Power Commission of Ontario
(Before the Public Ownership League, Chicago)

I have been asked to speak to you tonight as a representative of Sir Adam Beck, on "America's Greatest Publicly Owned Electric Light and Power System, and Its 3 Cent Rate for 235 Cities." In Canada as well as on this side of the border, many towns and cities already have public or municipal ownership of part or all of their public utilities, and every year sees a steady growth of this number as public opinion is moulded along the lines of the public need, and the public mind is educated to see the advantage of owning and operating their own public utilities in their own interests. Similar movements, on a much larger scale and with correspondingly larger benefits to the people, are already well under way in many of the Provinces and States on this continent, but I think I can safely say that your neighbors in the municipalities of the Province of Ontario, across the border are pioneers in uniting to form one harmonious body, large enough and strong enough to acquire, conserve and use the enormous water

power resources of the province for their own use, and thereby conserving the rather limited coal supply.

As early as 1900, the city of Toronto—a city now having a population of over half a million people—made application to the Provincial legislature for authority to generate power at Niagara Falls, and to transmit this power a distance of approximately 90 miles, to be used in operating its industries and lighting the houses and places of business of its citizens. This application was not favorably received by the legislature, but about that time a long term lease was granted to the Electric Development Company, a privately owned company, affiliated with the Toronto Electric Light Company and the Toronto Street Railway Company, and by reason of this interlocking ownership, two large power customers were immediately available to take care of the capital that the company proposed investing in power development. Up to that date, the Provincial legislature had granted leases to three companies to

generate power in the Queen Victoria Niagara Falls park, at Niagara Falls. The leases granted these companies entitled them to generate, in the case of the Canadian Niagara Power Company, 100,000 horse power; the Electric Development Company, 125,000 horse power; and the Ontario Power Company, 180,000 horse power; making a total of 405,000 horse power, the rights to develop which were handed over to private interests. So, through lack of foresight on the part of the legislature, the greatest asset of the Province passed out of control of the people, to whom it rightfully belonged, and it seemed as if this great heritage of the people was lost to them for years to come.

EARLY STRUGGLES FOR PUBLIC OWNERSHIP

Ontario is, we claim, the manufacturing district for the whole of Canada (it has been up to the present time at least) and to maintain that supremacy, it was necessary to develop a cheap and adequate source of power supply to supersede coal, of which commodity there is none in Ontario, our province being wholly dependent for its coal supply upon the far east and the far west of the Dominion, or on importation from this country (the main source of all our bituminous and anthracite coal supply).

The need was great and insistent were the demands of municipalities, boards of trade, manufacturers' associations, and other industrial associations, to obtain power from Niagara Falls for the operation of industries in that part of the Province near that source of supply, where hundreds of thousands of horse power in energy were pouring over the falls in a never ending torrent—useless to the people, except for the beauty and grandeur of the scene which it presents.

Finally, a largely attended public meeting was held to discuss the proposition, and at this meeting a committee was

appointed to confer with the Provincial Government, with a view to securing such legislation as would enable the municipalities to undertake the necessary development, discussion and transmission of electricity, as a municipal undertaking; and asking also for the right to generate power, in the event of failure to secure an adequate power supply on favorable contract terms from one or more of the three existing power companies at Niagara Falls.

The Provincial Government, acting under these urgent requests, in 1903, passed legislation authorizing the municipalities to borrow money and to undertake, individually and jointly, to generate, transmit, and deliver power, and also to appoint a commission of three or five men to operate and control the system.

As a preliminary step, a commission of four members was appointed by the municipalities to investigate and report on the proposition. The men appointed were not (so-called) politicians but broad-minded business men who had made a success of their own personal business, and in whom the people had implicit confidence; and these four men appointed a fifth member—who was an electrical engineer and expert—so that the commission, so constituted, were able to deal with the proposition from a business as well as from an engineering standpoint.

One of the members of that original commission was Sir Adam Beck, to whom the people of Ontario owe a deep debt of gratitude which they can never repay, and it is greatly due to his clear vision of the possibilities of the Province in the acquisition and development of the great natural water power resources of the Province for the people, and to his untiring efforts in striving to attain that end, instead of allowing these resources to be absorbed by private interests, to be developed, operated, and controlled by these interests, that Ontario owes the

phenomenal success of this great public enterprise, which is the largest and most successful system of its kind in the world today.

The Commissioners' preliminary report was a revelation to the people as to what could be done in the way of generating, transmitting, and distributing electrical power to the people **at cost**, for the operation of their factories and the lighting of their homes and places of business.

The next problem to be solved was how to get the necessary money to go ahead with the scheme, as outlined in this preliminary report, and a second appeal was made to the provincial Legislature to enact legislation which would enable the municipalities to proceed with the proposition. Sir Adam Beck, the present Chairman of the Commission, was entrusted, as a member of the Government, with the task of amending the legislation to meet the requirement of the municipalities in this respect.

The legislation, as prepared, was considered by many to be most drastic. Just how drastic, you gentlemen may consider this legislation, I do not know, but I shall give you a brief summary of the authority given the Commission, so that with these facts before you and knowing the results attained through this legislation, you will be in a position to judge for yourself.

THE POWER GRANTED THE COMMISSION

By this legislation the Commission has power to acquire, by purchase or otherwise and hold shares in any incorporated company carrying on the business of operating, supplying and distributing electric power. The Commission has also power to acquire or expropriate lands, water privileges, or water power, machinery and plants or any portion thereof of any person owning or operating under lease, or otherwise, or operating or using water power privileges, or water power, in transmitting electrical power

or energy in Ontario, which, in the opinion of the Commission should be purchased, acquired, leased, taken, expropriated and developed or used by the Commission for the purpose of this Act.

I might also state that there is a clause in the Act which gives the Commission power to acquire stock in a developing company, and the Commission now constitute a company, having acquired stock in one of the large developing power companies in Niagara Falls (The Ontario Power Company.)

Since this Act was passed, the Commission has acquired water power right, generating plants, transmission and distributing plants to the total of ninety-one, all by negotiation, which speaks well for the Commission's fair-minded methods of dealing with the owners of private plants and so-called vested rights.

A PARTNERSHIP OF MUNICIPALITIES

So the whole scheme is a partnership of municipalities, each municipality, or partner, paying a proportionate share of the cost of service, according to the service received.

The original Power Commission Act has, of course been amended from year to year to meet changing conditions and to enable the Commission to perform its duties and to meet the ever increasing demands for service.

I shall now briefly outline the procedure that must be followed, according to legislation, by the municipalities going into the partnership scheme.

First, the council of the municipality in question, applies to the Commission for information and data regarding the estimated cost of power to the municipality and to customers, classifying them as domestic lighting, commercial lighting, street lighting, and power users; also the probable cost of the necessary substation, equipment, and distribution system to distribute this power to the users in the municipality.

This information is submitted by the Commission, covering, in detail, the total cost of the undertaking and clearly stating the financial liability which the municipality assumes in entering into the partnership scheme.

Second, if the information, as submitted by the Commission, is satisfactory to the Council, two by-laws (ordinances) are submitted to the rate payers of the municipality: 1st, what is known as the "Enabling By-Laws" by which the Municipal Council is authorized to enter into into a contract with the Commission for a supply of power; 2nd, a "Money By-Law" which authorizes the Municipal Council to issue and sell debentures necessary to cover the cost of plant and system, which it is necessary to construct within the limits of the municipality.

Both of these by-laws are necessary, for, without the Enabling By-law the Council has no authority to sign a contract for power with the Commission, and without the Money By-Law the Council has not the necessary money with which to construct and install the necessary plant for distributing the power to the consumers.

All municipalities sign the same form of contract with the Commission. These contracts are for a period of 30 years, and under this contract, the municipalities agree to pay annually interest and sinking fund on a proportionate part of the cost of lands, stations, and equipment necessary to supply them with power and to pay a proportionate part of the line loss and a share of the cost of lines, stations and works; and to pay monthly as a minimum, for three-quarters of the power supplied and held in reserve; power to be measured and supplied on the basis of the greatest amount taken during any 20 consecutive minutes during any month.

ELECTRIC LIGHT AND POWER AT COST

These are the main features of the

contract which means that power is to be supplied to the municipalities at cost. The municipalities, in addition to paying for the cost of power at the source of supply, pay, in the rate per horse power charged, sufficient to cover all interest, operation and maintenance charges, and also sufficient to set aside a depreciation fund to renew and replace the lines and equipment, and keep same in first-class operating condition during the period of the contract; also to set aside a sinking fund sufficient to retire their share of the capital cost of the system in 30 years.

It has been stated that the Commission is overcharging the present users of power in that they are asked to pay for two systems in 30 years, instead of one, as the Renewal Fund charge ensures the system being in good operating condition at the end of 30 years, at which time the municipalities have sufficient money set aside, as depreciation fund, to provide a new system.

WHAT "COST" MEANS

I have stated that the municipalities' contract with the Commission is for power being supplied **at cost**, and you might rightly ask what is meant by "**cost**", as applied to this proposition. By the "**cost**" I do not mean the cost only of power as purchased at the source of supply, but it also includes the interest charges, sinking fund charges, maintenance, operation, renewal, and other charges applicable to any business of this character, on the expenditures necessary to generate, transmit and deliver power to these municipalities, the whole, being adjusted so as to ensure the discharge of the whole present indebtedness in 30 years, and, in addition, to set up a depreciation fund sufficient to install a new system when the present system is obsolete or worn out. So that the payment of "**cost**" by the municipalities means paying for the present system, and perpetuating the system so that no

additional debentures will ever have to be issued by the municipality for a new system.

At the Commission's own special request, the Provincial Government appointed an independent Auditor to audit the books of the Commission from the time of its inception to date, and these books are now audited monthly. The report of this independent auditor has more than justified the soundness of the Commission methods of financing.

The Commission is appointed and controlled by the Provincial Government and is not, as some suppose, a separate independent body. It has no power to expend money or to undertake the construction of any plant or works without the authority of the Provincial Government. All the Commission's work is subject to Order-in-Council, and the Commission cannot borrow money or issue bonds without the authority of the Provincial Government, obtained by Order-in-Council.

The municipalities, in turn, are under the control of the Commission as far as the operation of their electrical plants are concerned and they cannot issue debentures or undertake any work without the approval of the Commission, so that, while the municipalities elect their own local commissions and purchase power from the Commission, owing and paying for their own plants, these plants and systems are operated under the supervision of the Commission. All rates for power, lighting and street lighting are fixed by the Commission, and these rates must be charged for the various classes of service without discrimination.

The Commission installs a standard system of book-keeping and accounting for each municipality, and frequent checks are made of the books of each local commission. Based on the Auditor's report at the end of each year, or oftener if found advisable, the rates are revised

so that the revenue is just sufficient to meet all expenses, or as near that condition as is possible to obtain.

Each year the Commission makes an analysis of the operation of each municipal system to see that each branch of service pays its share of the cost of supplying service, and legislation provides that any surplus resulting from supplying power for waterworks, street railways, street lighting and other municipal utilities, must be refunded to the municipality each year. So that the old cry of our opponents "that abnormally high rates are charged for street lighting in order that service for power and light may be supplied below cost" is without foundation.

From a study of this scheme of operation, you will see that, while the municipalities who are partners in this scheme, own their own systems and operate them under the supervision and direction of the Provincial Commission, a change in the personnel of the local commission of any municipality does not change the policy of operating that system, or impair its operating efficiency.

THE RESULTS—A SPLENDID SUCCESS IN EVERY WAY

So much for the history and methods of management of the scheme, but the success of any undertaking is shown by results. Has this great municipal ownership scheme proved a success? Some poorly advised or partially informed people maintain that it is a failure, and say that the report of the independent auditor appointed by the Government is not satisfactory. If you invest money in an enterprise or business, you expect that business to expand and pay you dividends. If it does, you consider your investment a good one; if it does not, you consider your investment a failure. And why should not a publicly owned and operated enterprise be judged on the same basis as any other business? The

following figures will show something of the growth of the system:

Year	No. of Municipalities Served	No. of Customers Served
1912	28	34,967
1913	45	65,689
1914	69	96,744
1915	99	120,828
1916	128	148,732
1917	192	160,000
1919	235	180,000

The load on the Niagara System alone has increased in six years from 750 horse power to 175,000 horse power. From one system supplying 14 municipalities in 1910, with a load of less than 1000 horse power, the scheme has grown so that at the present time the Commission is supplying 235 municipalities, having a joint population of over 1,200,000 people, served from 12 systems, owned and controlled by the Commission, supplying over 350,000 horse power to municipalities and customers.

Duties of the Commission have been greatly extended by legislation from time to time, until at the present time the Commission has in its employ a permanent staff of over 360 office engineers, over 600 engaged in office work, over

500 operators and repair men, and approximately 3000 men working on new construction work; each man being an expert in his own particular line of work.

A 99 MILLION DOLLAR PUBLIC PROPERTY WITHOUT A CENT OF TAXES

But what of the financial side? From an expenditure of \$3,750,000 in 1910, when the first part of the first system was installed, the scheme has expanded and grown until now the total investment under the Commission's control amounts to approximately \$76,000,000.00; municipal investments in electrical plants and systems \$23,000,000.00; total expenditure, \$99,000,000.00.

And not one cent of the charges on this enormous expenditure has ever had to be paid out of taxes by the people, all charges being included in rates charged for power and light.

I have already stated that the rate which the Commission charges the municipalities for power is based on actual cost and is adjusted annually by the Commission. As the load in the district increases, the cost of delivering power becomes less, and the municipalities pay for power at a lower rate per horse power. As an example, I will cite some of the cities and towns in Western Ontario:

RATES PER HORSE POWER PER YEAR

	1912	1913	1914	1915	1916	1917	1919
Toronto.....	\$18.50	\$15.00	\$15.00	\$15.00	\$14.50	\$14.50	\$14.50
London.....	28.00	24.00	23.00	23.00	22.00	21.00	19.00
St. Thomas.....	32.00	29.00	28.00	28.00	27.00	26.00	24.00
Port Credit.....	36.79	31.00	28.00	28.00	27.00	27.00	25.00
Ottawa.....	15.00	15.00	15.00	14.00	14.00	14.00	14.00
Guelph.....	25.00	22.00	21.00	21.00	20.00	20.00	19.00
Hamilton.....	17.00	16.00	15.00	15.00	14.00	14.00	14.00
St. Mary's.....	38.00	29.50	29.50	29.50	28.00	28.00	28.00
Waterdown.....	37.50	26.00	26.00	26.00	26.00	26.00	26.00
Waterloo.....	26.00	23.50	22.50	22.00	22.00	21.00	21.00
Hespeler.....	26.00	23.00	23.00	23.00	22.50	21.00	21.00

Compare these rates with the rates charged by private companies in Buffalo where they are as high as \$40.00 per horse power as compared with average rates to customers in Hamilton of \$12.70 per horse power per year over 60 miles from the source of supply.

The municipalities, in turn, with a reduction of cost of power and the addition of more customers and more efficient management, are able to reduce the cost of service to their customers and supply services at lower rates. As an example, I will cite the case of two of the towns just mentioned:

Year	DOMESTIC LIGHTING			COMMERCIAL LIGHTING		
	Average Monthly Consump- tion	Average Monthly Bill	Net Cost per Kw. Hr.	Average Monthly Consump- tion	Average Monthly Bill	Net Cost per Kw. Hr.

London

1913.....	17	\$0.77	4.5c	125	\$3.65	3.0c
1914.....	18	.83	4.9	127	3.81	3.0
1915.....	21	.70	3.3	137	3.44	3.0
1916.....	25	.76	2.9	147	3.44	2.5
1917.....	31	.82	2.6	159	3.66	2.4
1918.....	32	.83	2.5	143	2.96	2.0

Guelph

1913.....	17	.87	5.2	67	3.38	5.2
1914.....	17	1.00	5.9	65	3.16	4.9
1915.....	18	.76	4.2	83	2.32	2.8
1916.....	20	.74	3.7	91	2.36	2.6
1917.....	23	.77	3.3	97	2.31	2.4
1918.....	24	.78	3.2	96	2.14	2.2

ELECTRICITY AT 3 CENTS—SAVING 3 MILLIONS A YEAR

The following table shows the comparison of the present rates in a number of municipalities with these in force at the time the Commission commenced operations:

Municipality	DOMESTIC LIGHTING		COMMERCIAL LIGHTING	
	Rate per Kw. Hr., Prior to Hydro	Present Rate per Kw. Hr.	Rate per Kw. Hr. Prior to Hydro	Present Rate per Hr.
Toronto.....	8c-25c meter rent	2.5c	12c-25c meter rent	2
London.....	9c-25c meter rent	2.5	9c-25c meter rent	2.0
St. Thomas.....	11c	2.9	11c	1.7
Ottawa.....	7c- 8c meter rent	2.3	7c- 8c meter rent	2.1

Municipality	DOMESTIC LIGHTING		COMMERCIAL LIGHTING	
	Rate per Kw. Hr , Prior to Hydro	Present Rate per Kw. Hr.	Rate per Kw. Hr., Prior to Hydro	Pre ent Rate per Hr.
Guelph.....	8c-25c meter rent	3.2	8c-15c meter rent	2.2
St. Mary's.....	9c-15c meter rent	3.6	9c-15c meter rent	3.4
Hamilton....	8c-25c meter rent	2.3	8c meter rent	3.4
Waterloo.....	12c-25c meter rent	3.1	12c-25c meter rent	3.6
Hespeler.....	10c-15c meter rent	4.9	10c-15c meter rent	4.0

The estimated saving to lighting consumers supplied by the Commission over 1912 rates is approximately \$20,000,-000.00 since the Commission first commenced operations, or approximately \$3,000,000.00 per year, but in spite of these indisputable figures, we still have

our enemies—some through ignorance of the facts—some who will not believe the facts when fairly placed before them—and others intelligent business men only partly informed as to the facts, but who think they are fully advised.

THE HARE SYSTEM OF PROPORTIONAL REPRESENTATION

By LEWIS C. HUNTER
President of the Board of Freeholders

When the Board of Freeholders which drew the new Sacramento Charter, came to consider the various methods used in American cities for the election of their officials, they soon came to the conclusion that the generally accepted methods were objectionable in that they did not truly reflect the will of the voter, and that they frequently resulted in plurality control. As the co-called Model Charter, drawn by the National Municipal League, advocated Proportional Representation as a cure for these defects, it was determined to investigate this system. After careful study and actual demonstration by means of mock elections, the Freeholders became convinced that proportional representation, which was rapidly

spreading throughout the Anglo-Saxon world outside of America, was as distinctly a step forward as was the Australian ballot system.

The advantages of proportional representation may be summarized as follows:

It makes primary elections unnecessary—thus saving expense to both the municipality and the candidate;

It gives the voter freedom to mark his real will, regardless of any candidate's expected chance of election, as no subsequent choice he may express can impair the chance of his first choice, which is not the case with the preferential system;

It gives a seat on the council to each sufficient number of like minded voters whether organized or not, and while it

makes minority rule impossible, it insures fair representation to all large minorities in such proportion as each minority bears to the whole;

It also makes for continuity of policy, for under it a change of a small percentage of voters cannot result in a sweeping, but only a corresponding, change in the complexion of the council.

Sacramento is the largest city in the United States to adopt proportional representation, although several Canadian cities are using it with satisfaction.

Sacramento's first election under proportional representation has just been held (May 3rd) and the results have been most satisfactory. An excellent council has been elected, which is thoroughly representative. The number of spoiled

ballots were few, notwithstanding the predictions of the opponents of the system, who contended that there would be an unusual number on account of the different manner of marking the ballots—with numbers instead of crosses. The interest manifested in the result was intense, and the Council Chamber was thronged with spectators during the progress of the count.

The expressions of approval were almost universal, and justify the opinion expressed by the Philadelphia Ledger;

"Proportional representation is a proposal against which there is no argument but the inertia of conservatism, and is the only method by which a truly intelligent electorate will finally consent to be governed."

PROPORTIONAL REPRESENTATION A GREAT SUCCESS AT SACRAMENTO

ENDORSED BY SCORES OF CITIZENS

Sacramento, California,
May 9, 1921.

Mr. Wm. J. Locke, San Francisco, Calif.

Practically every point that had been raised in objection to the Hare Proportional Representation Voting System when it was being advocated for Sacramento was disproved in the election on May 3rd when a city council was elected under this method.

Opponents of the system had predicted there would be a great percentage of invalid ballots, pointing to the case of Boulder, Colorado, when 25 per cent of the votes were thrown out as invalid. As this seemed to be the principal point argued against the system, I particularly watched this feature in the Sacramento election. At the election here, an initiative proposition was before the voters, in

addition to the election of the council. Rubber stamps were used for this ballot, while the council ballot called for figures, 1, 2, 3, etc., to be marked with pencil. Although precaution was taken, election officials instructed, and separate voting booths installed, it was impossible to keep some of the voters from using the rubber stamp on the council ballots. In spite of this, however, there were but 2.4 per cent of the ballots thrown out; out of 12,607 votes cast for councilmen, only 305 were cast aside as invalid. As a fact, however, many of these were really valid. One of the members of the central election board declared invalid ballots whereon the voter had marked crosses with a pencil and had also marked figures alongside the crosses. The City Attorney later gave the opinion that these were valid under the provisions of the charter, because the voter's

intention was perfectly clear. So, really, there were only 1.7 per cent of the votes invalid—only a few more than under the old voting system. This is quite remarkable, when it is considered that the voters of the city were confronted with an entirely new method of election.

Another of the principal objections was that Proportional Representation would result in "factions" electing members of the council and that there would be much dissension in the council.

The best answer to this is the statement made to me by a member of the old city commission last Saturday that "The selection of Clyde Seavey as City Manager by unanimous vote of the new council was the vindication of the proportional representation system." This member of the old city commission had consistently argued against the Hare voting system.

The truth is, the new system gave Sacramento a thoroughly representative council. It was proved to the satisfaction of everyone that no "gang" could elect a majority of the members of the council unless 51 per cent of the people of Sacramento belonged to that "gang." There was no clean-cut majority in the council, yet within 48 hours after the vote had been canvassed, the council had decided unanimously upon the selection of a City Manager. And, as was to be expected, the man chosen for manager seems to be the unanimous choice of all the people of Sacramento.

Apprehension expressed by opponents of the system that fraud would enter into the counting of the vote was shown to be absolutely unwarranted. The vote was counted in the city hall, in full view of the public, and there was not the slightest evidence of "crooked work." The count was completed a little less than eighteen hours after the precinct returns were checked over.

I have talked with many persons,

representative of varied interests, and all seem to be well satisfied with the result of the election.

Yours very truly,

IRWIN ENGLER,

Assistant Secretary,

Sacramento Chamber of Commerce.

May 17th, 1921.

Wm. J. Locke, Managing Editor, Pacific Municipalities,

Pacific Building, San Francisco, California.

Dear Mr. Locke:—

Relative to the election of a city council by Hare's proportional representation system here I would state as follows:

Recently the Hare system of proportional representation was given its first trial in the City of Sacramento after the amendment of the charter to provide for a city manager form of government.

Briefly, the system was to select nine councilmen from a field of twenty-six candidates by designating on the ballot the first and successive choices of candidates and the elimination of those obtaining the least number of votes.

The only objection that has been raised since the trial has been the time consumed in the counting of the votes, for while the leading candidates could readily be considered elected on the first appearance of the ballots, it was not until the following day at about four o'clock in the afternoon that the count finally closed. This was for 12,302 votes. The lowest vote a candidate could receive and be elected was 1231.

Aside from the time consumed the system was satisfactory in every way. The five candidates receiving the most first choice votes were in the lead in every district in the city.

Those elected represent every group in the community according to the interest they have shown in candidates. Out of two candidates representing labor one was elected and the other defeated.

One of the objections raised during the time the plan was under consideration was that the system was so complicated as to cause many votes to be thrown out on account of spoiled ballots. This objection was wholly eliminated by the test. Only 302 ballots were spoiled out of the entire cast.

It is believed that the count shows that the plan wholly prevents the domination of the vote by any class or clique except that it constitutes a majority of the people and that even then the minority will be represented and a balanced government obtained.

Very truly yours,

W. J. LEFLAR,

Business Agent, Building Trades
Council of Sacramento.

Scores of Sacramento citizens have united in pronouncing the proportional representation of voting adopted in the new charter and used at the recent election of city councilmen, as the most ideal and fair system yet devised to give equal representation to all.

Mrs. Mary B. Lindley, councilwoman-elect declared the strongest evidence of the success of the system was the investigation made by a class of high school girls at the Watson school.

"This class discovered that in every section of the city the five candidates receiving the most first choice votes were among the nine councilmen elected, showing that every section of the city is represented by a majority of the council." The statements follow:

E. D. Adams, City Auditor: The principle seems to give representation to all people interested enough in city affairs to put up factions, and seems to break

down the possibility of a certain clique gaining control.

Alden Anderson, president Capital National Bank: I was not sufficiently in touch with the voting, or the counting, to be qualified to speak with any degree of competency with respect to the voting. I do know that it has given us, to my mind, a very competent and capable City Council. If the method of voting will continue to do so, I would say that it should be regarded as a success. My own idea is that the real test will come in normal times when no general public opinion or activity is being exercised in the premises and the system will have to win or fail on its merits. If the system will continue to give us as good a board as I think we have now, I would say that it should be declared a success. I believe the system is entitled to a fair trial, and would say that it has had a splendid start.

Rev. W. E. Harrison, pastor Westminster Presbyterian Church: As far as can be seen, this system is far superior to anything we have yet attempted. In a democratic form of government, it is one system that gives everyone representation.

A. B. Atkinson, manager Oak Park Lumber and Milling Co.: I personally think it was a complete success, and have reason to believe that a great majority of our citizens are of the same opinion.

Charles B. Bills, vice president Sacramento-San Joaquin Bank: We are very much impressed with proportional representation as it has worked out in our recent city election, and from anything we can see of its workings, we would not for a moment care to change to the old form.

Entirely Satisfied

George J. Bradley, manager Merchants and Manufacturers Traffic Association, chairman of the Campaign Committee for the Freeholders' Ticket: It gives me

great pleasure to express my entire satisfaction, both as to the manner in which our election of May 3rd was conducted under the Hare system of proportional representation, and also as to the results obtained. As chairman of the Campaign Committee endorsing eight candidates for Councilman, I may say that our committee is entirely satisfied with results; four of our ticket were elected, and at least three others were entirely satisfactory to us. Speaking personally, five of the councilmen out of nine who were selected were selected by me, and I believe this is true throughout the city. The system, as I view it, absolutely eliminates boss control, unless a majority of the voters want that kind of government, which is hardly probable in a community composed of intelligent electors. In my opinion, this system is permanently approved by the people of Sacramento, and will remain in effect; many of the most skeptical, when it was first proposed, have been converted.

W. E. Burgess, manager Capital Van and Storage Co.: I do not recall any other city election that gave such general satisfaction as the one on May 3rd in Sacramento under the proportional representation method. I have not heard a single complaint as to the council elected under this method, and the city manager chosen by the council is just as generally popular.

J. W. S. Butler, attorney: I think the results achieved by the system in this recent election are remarkable, in fact, I think they're excellent.

Sam Cohn, statistician, State Department of Education: The principle, I believe, is the fairest way yet devised to register the people's desire.

John F. Dale, principal Sacramento High School: The recent Sacramento

election certainly proved for proportional representation what the Board of Freeholders claimed for it. The people who were interested enough in the city government to go to the polls had a chance to express preference for their representative, and should have that choice count. Even the minorities are represented. The people of Sacramento should be very pleased that the board of Freeholders included in their charter the system of proportional representation.

Herman Davis, maker of spectacles and eyeglasses: No group, whether of politicians, business men, reformers or reactionaries, did other than secure the representation to which their numerical strength entitled them.

M. J. Desmond, City Clerk: My impression is that the proportional representation system of voting is a good system. It is also a great saving, through the elimination of the primary.

C. F. Dillman, president National Bank of D. O. Mills & Co.: An excellent system. It will be generally adopted. When you realize that 85 per cent of the people got their choice, you can see how beautifully the system works out.

Albert Elkus, retail clothing merchant, chairman of the new City Council: After the experience we had with proportional representation at our election held last Tuesday, I am convinced that it is a great improvement and an advanced step over the former system. It certainly prevents a group, whether politicians or otherwise, controlling the vote and gives a fair representation.

Proves Good System

Irvin Engler, assistant secretary Sacramento Chamber of Commerce: Practically every point that had been raised in objection to the Hare proportional representation voting system when it was

being advocated for Sacramento was disproved in the election on May 3rd. Opponents of the system had predicted there would be a great percentage of invalid ballots. This seemed to be the principal point argued against the system. At the election here an initiative proposition was before the voters, in addition to the election of the council. Rubber stamps were used for this ballot, while the council ballot called for figures, 1, 2, 3, etc., to be marked with pencil. In spite of this, however, there were but 2.4 per cent of the ballots thrown out; out of 12,607 votes cast for councilmen, only 305 were cast aside as invalid. Another of the principal objections was that proportional representation would result in "factions" electing members of the council and that there would be much dissension in the council. The best answer to this is the statement made to me by a member of the old city commission last Saturday that "The selection of Clyde Seavey as City Manager by unanimous vote of the new council was the vindication of the proportional representation system." This member of the old city commission had consistently voted against the Hare voting system. The truth is, the new system gave Sacramento a thoroughly representative council. It was proved to the satisfaction of everyone that no "gang" could elect a majority of the members of the council unless 51 per cent of the people of Sacramento belonged to that "gang." There was no clean-cut majority in the council, yet within 48 hours after the vote had been canvassed, the council had decided unanimously upon the election of a City Manager. And, as was to be expected, the man chosen for Manager seems to be the unanimous choice of all the people of Sacramento. Apprehension expressed by opponents of the system that fraud would enter into the counting of the vote was shown to be absolutely unwarranted. The vote was counted in the city hall, in full

view of the public, and there was not the slightest evidence of "crooked work." I have talked with many persons, representative of varied interests, and all seem to be well satisfied with the result of the election.

Fairest Method

Milton J. Ferguson, state librarian: It strikes me, now that the election is over, that proportional representation is the fairest method yet devised of electing public officers. In times past many good citizens have refused or neglected to vote on the plea that the gang of the bunch would carry the day. Under proportional representation, no one can object. The result I believe will be that people will take a very much greater interest in elections because they will learn that under proportional representation their vote will have its due weight. I am very much pleased with the start Sacramento has made under the new system and look forward with great confidence to the future, which I am sure will bring great things for this city.

H. W. Funke, attorney, councilman-elect: Several of our citizens have discussed the proportional representation system with me during the past few days, and in almost every case, I have found that a big majority of the candidates for whom a preference had been expressed on their ballots, had been elected. I confess that I was prejudiced against this system when it was first suggested, but after a thorough investigation of the same, and after the demonstration in our recent election, I consider that it is absolutely fair. It does away with boss control, and I sincerely believe that when it is understood, it will be universally adopted.

Howard D. Hadley, political writer for the New York Tribune, who witnessed the election: It was interesting to me as a political reporter to observe the Hare proportional representation voting system in actual operation in Sacramento, at

present the largest city in the United States to adopt it. It helps mightily to remedy the chief weakness in our governmental structure, the government of cities, because it deals a solar plexus blow at political ring rule. In connection with the efficient city manager plan it stimulates and makes effective the efforts of the mass of voters in behalf of efficient government. It's no dreamy, visionary scheme; it's a fair, workable plan, based on common sense—so sensible and so simple withal that one finds himself wondering why it was not thought of and universally adopted years ago in America.

Charles Haggerty, state election expert: The system appears to be the best yet when it comes to giving every interest representation.

Rev. T. Allen Harvey, pastor African M. E. Zion Church, defeated candidate: Though it was not my first defeat, it was the first defeat that I ever felt that I was defeated by a fair and square election. In short, when one really understands it, as I now understand it, is is the best system of voting, which will give both people and aspirant a square deal.

J. C. Hobrecht, president J. C. Hobrecht Co., electrical supplies: The system is very satisfactory and so far has proven to be ideal. The principal thing that struck me was the fact that all different classes and interests are represented on the council.

Charles C. Hughes, superintendent of schools: From the time proportional representation was proposed in our new charter, I studied it with an open mind, reserving my final decision until after the first election. I am prepared now to say that it worked out as its proponents claimed, and that it does give representation to all the people who vote. Our recent city election, under this system, gave us a city council which represents no group of people, but picked from 26

candidates, nine who represent the city at large, as broadly as the total number of candidates represent the city. I believe it to be the best plan yet devised for selecting city officials.

Results Satisfactory

Lewis C. Hunter, manager W. P. Fuller Co., chairman of the Board of Freeholders, which framed the new charter: Sacramento's first election under proportional representation has just been held (May 3rd) and the results have been most satisfactory. An excellent council has been elected, which is thoroughly representative. The number of spoiled ballots was few, notwithstanding the predictions of the opponents of the system, who contended that there would be an unusual number on account of the different manner of marking the ballots with numbers instead of crosses. The interest manifested in the result was intense, and the council chamber was thronged with spectators during the progress of the count. The expressions of approval were almost universal, and justify the opinion expressed by the Philadelphia Public Ledger: "Proportional representation is a proposal against which there is no argument but the inertia of conservatism, and is the only method by which a truly intelligent electorate will finally consent to be governed."

Chris R. Jones of Hickman-Coleman Co., insurance agents: As one of the Freeholders who worked in the preparation of the new city charter, I was somewhat afraid of the matter of proportional representation at the time it was first discussed fearing that it would be too complicated for the average citizen to grasp. However, I voted to try it, as did the other Freeholders, and I desire to express my entire satisfaction in the way the system worked out. The votes were cast and counted with a minimum of confusion, and from everything I can learn, all elements of the community

seem to be entirely satisfied with the result of the first election under the new system.

Harold S. Kiernan, councilman-elect: I would like to state that the proportional representation desired by our citizens was successfully acquired at the recent city election. It would seem that every phase of our city life is well represented in the new City Council.

Edward Krehbiel of Weinstock, Lubin & Co.: The outstanding result of the election we have just passed through is the spirit of hope for growth and prosperity it has created in the city. Proportional representation is not solely responsible for this; but it is responsible for bringing candidates into the field who would not have offered themselves at all under the system of majority election. I have heard no criticism against the fairness of the election, and but little unfavorable comment on the length of time it took to count the ballots.

Freed From Control

Dr. Wm. K. Lindsay, defeated candidate: As a defeated candidate I feel my defeat was due to the lack of a thorough understanding of the system by my supporters, but what was true in my case was proportionally true with all the others and the result might have been the same even with a better understanding of the system by the electors. This, however, has not discouraged me in the least nor turned me against proportional representation. From the standpoint of a voter and a citizen, I am entirely satisfied with the results. The councilmen elected are fairly representative and a credit to the city, and I believe if the citizens of Sacramento will better familiarize themselves with this system and will trouble themselves to go to the polls and vote, we are forever freed from control by any group or clique, and Sacramento has taken a great step forward.

Simon J. Lubin of Weinstock, Lubin & Co., president State Commission of Immigration and Housing: In a small way, I interested myself some eight years ago in the devising of the present city charter providing for a commission form of government. The first lot of commissioners placed in office was fairly satisfactory; but seemingly it became a very simple matter during the succeeding years for the old-line politicians to get their own men into office. I am convinced that the proportional plan will give the so-called "better element" an opportunity under the new charter always to be represented, provided, of course, the better element expresses its desires through the ballot. There is no question that the nine men recently elected represent the entire community in all of its important aspects. To couple this fact up with the further fact that, in my own case, five of the men elected were those for whom I voted, gives ground for a satisfactory comment. Besides being representative, the newly elected council evidently means business as is evidenced by their unanimous choice of Clyde Seavey as City Manager. I do not know any other man who would be better qualified to hold down that job. For years our commission (State Commission of Immigration and Housing) has failed to get the same degree of co-operation that we have succeeded in getting in other communities. I now have great hope that Sacramento will take the leadership in the matter of co-operating with the various branches of the state government that naturally come in contact with municipal organization.

Jack Lynn, grocer, director Chamber of Commerce: I can't see anything wrong with it. It gives everybody representation and it can't be worked in advance. The council it gave us is mighty good. It's new, but the first results are all in its favor.

Every Section Represented

Mrs. Mary B. Lindley, of Lindley and Company, wholesale groceries, councilwoman-elect: Proportional representation has my hearty endorsement. It guarantees the women voters an opportunity to elect one or more of their own number, not to work against the men, but to work with them for the interests of the city as a whole. The strongest evidence of the success of the system here is the result of some investigations made by Mrs. Best's class of first year high school girls at the Watson school. This class discovered that in every section of the city, the five candidates receiving most first-choice votes were among the nine candidates elected, so that every section of the city is represented by a majority of the new council.

Rev. Wm. H. Moreland, Episcopal Bishop of Sacramento: The proportional representation system which we have just put in practice in Sacramento has given us a first-class City Council of unselfish, progressive spirit, and resulted in the election of a City Manager, who has the enthusiastic backing of all classes in the community. These are great steps forward.

George W. Peltier, vice president California National Bank: I do not hesitate to say that I am well pleased with the results of the plan and am strongly in favor of the system.

Joseph H. Quire, state law librarian: The great contrast between the apparent complexity of proportional representation on paper and its simplicity and reasonableness in actual operation was the impressive fact of the election. The voting and count at the precinct booth went off with no flurry whatever and the central count was orderly and its steps easily understood. The inherent justice of the plan was especially emphasized when by the transfer of the ballots of defeated candidates the will of a great

body of electors continued to be effective in determining the outcome of the election.

Clyde L. Seavey, of the State Board of Control, City Manager-elect: The experience at the recent election in Sacramento, which is the first time that proportional representation has been used under our new city charter, has left a very favorable impression regarding the use of that system in municipal elections. I have talked with a good many people since the election and all of them were pleased over the fact that some of the councilmen who were elected had received their vote under the new system and, while there were a number who did not have their first choice elected, still the fact that their second and third choices had gotten upon the ticket gave them a feeling of personal interest in the result of the election and the administration of the affairs of the government under the newly elected representatives. The one thing that has impressed itself upon me is the apparent elimination of a decided pro and anti-administration feeling as a result of the election.

Peter J. Shields, judge of the Superior Court: I am pleased to give you an unqualified endorsement of proportional representation. As used in our recent city election it realized in practice all that was claimed for it in theory. It does defeat any effort at electing a slate. Such efforts were made in our recent election and all were defeated. It does give substantial minorities representation. It so proved under very interesting conditions in the election referred to. The count is easily made and its integrity is easily safeguarded. It proved practically effective in selecting officials who reflected in a strangely accurate way the character of our citizenship. Its general adoption will certainly improve the government of our American cities and put an end to factional and minority misgovernment.

D. D. Sullivan, deputy state printer, councilman-elect: In my opinion proportional representation has given everyone a square deal. The supporters of the Freeholders ticket, on which I was a candidate, failed to elect a majority of the council, and union labor, which endorsed my candidacy, elected only one of its two candidates, but both groups secured just the representation to which the votes cast for their candidates entitled them. I am sure that Sacramento will never consent to go back to the old method.

Hugh Sydenham, chief of police: I like it. I think it is an ideal means of securing representation for all.

W. E. Truesdale, business agent Building Trades Council, last candidate defeated: I believe that your system gives everybody an equal chance to elect some one to represent them on the board. It gives every class of people who have the proper amount of votes, a chance to elect their man. While I was defeated, I have no hard feelings toward your system as I believe it is alright. While I believe that under the old system I would have been elected, I am satisfied that the people whom I was supposed to represent did not want me and so cast their ballots otherwise. Had it not been so, of course, I would have been elected, as we had plenty of votes. Proportional representation as per your system and as used in our late election is alright and has my O. K.

Beats Combination

Dr. E. C. Turner, defeated candidate: Possibly, my views may be biased, but I should ascribe the defeat of several to an inherent quality of human nature aside from popularity. Proportional representation is perfectly fair, I grant. 26 candidates entered the field for nine places. Of the first 14 names 7 were elected, 50 per cent. Of the next 12, only 2 were elected, 16 2-3 per cent. Why? Were the top 14 more popular? Results speak for themselves. People in this

country are taught to start a column of figures down and not up as in China. Long years of training cannot be broken in a minute. One will not write a 2 above a 1, nor a 3 above a 2 without a lot of thinking. The remedy is obvious. Put the names down by lot and not alphabetically, and results will possibly be different. But one lesson can be learned. No faction can put a ticket or combination into the field and expect to elect half. Also, there is a question for every candidate—isn't it better to be born lucky than rich—if one is lucky enough to be born with the name of Abab?

Rev. C. M. Warner, pastor Grace M. E. Church: I believe the system to be superb in principle. I watched the counting and think it would be next to impossible to use it viciously. There may be difficulties where the system is used in cities of great population, but they would be merely mechanical. It records the actual voice of the people admirably.

Martin I. Welsh, attorney, defeated candidate: I lost in a fair fight and I have no complaint to make. I think the proportional representation system demonstrated itself, and especially do I believe the City Council has made a superb selection in its choice of Clyde L. Seavey as City Manager.

Percy G. West, state assemblyman: I am very much pleased with the manner in which the election for councilman, held in this city May 3rd, worked out under the proportional representation scheme. I think it comes nearer representing the will of all the voters than any other system so far devised.

Major J. W. Wooldridge, of the California National Bank: Undoubtedly, it has come to stay. Everybody feels that they are represented, that their voice was heard, and they are satisfied. It was the only election I have ever known of in which this feeling holds.

—SACRAMENTO UNION.

NEW ELECTION SYSTEM HELD FRAUD PROOF

From the San Francisco Examiner

SACRAMENTO, May 7.—Albert Elkus, a well known merchant of this city, was elected chairman of the new city council, which will take office July 1, at which time a mayor will be elected from among the membership of the council.

The outstanding results of the first election ever held in a large city in the United States under the Hare proportional representation system, which was put into effect in the Capitol City of California last week and attracted nationwide attention because of its many features heretofore never experimented with, may be summarized as follows:

1—Ninety-five per cent of the voters saw one of their candidates elected to the City Council.

2—Election of a Council the membership of which is representative of practically every faction of the city.

3—Demonstration that the new system is "machine proof," as evidenced by the fact that only three candidates of the so-called downtown gang were elected out of ten in the field. Further proof is found in the fact that only four out of eight candidates carrying the indorsement of the Board of Freeholders, chosen by the people to draw up the new charter, were elected.

The chief virtues of the new election system, judging from the experiment with it here, are that it reduces fraud to a minimum and makes possible a government far more representative of the entire community than has heretofore been attained.

At least four classes of Sacramento voters have representatives on the new Council which never had representation under the old City Commission form of government. They are: Labor, ex-service men, the clergy and church folk generally, and the women.

The new City Council of nine members is conceded to be the most representative governing body ever chosen to conduct the affairs of this city. In examining the list of those elected the candidates are found to represent the following classes:

Dr. E. M. Wilder—Backed by labor, ex-service men and professional men.

Albert Elkus—Retail merchant, former city official.

Harold S. Kiernan—Architect, elected on an anti-blue law program.

Edward S. Brown—Wholesale merchant, representing business interests.

Mrs. Mary B. Lindley—Business woman, elected by women voters.

C. W. Anderson—Former city fire chief, elected by votes of City Hall ring.

D. D. Sullivan—Former president State Federation of Labor, candidate of organized labor.

H. W. Funke—Attorney, candidate of Ex-Service Men's League.

C. H. S. Bidwell—Lawyer, choice of the clergy and backed by church people generally.

There were twenty-six candidates in the field. Voters marked (with lead pencil instead of the customary rubber stamp) the candidate most favored by them No. 1, their second choice No. 2, their third choice No. 3, etc. All of the twenty-six candidates could be voted for by an elector if he so desired, the ballot being marked 1, 2, 3, 4, etc., in the order desired.

A total of 12,302 votes were cast. According to the Hare system, this number was divided by ten to find the number of votes necessary to elect. The reason for this division by ten is that ten factions may be represented in this manner, this being as near perfect representation as it is thought possible to obtain.

(Concluded on page 187.)

PROCEEDINGS OF THE SPECIAL MEETING OF THE
LEAGUE OF CALIFORNIA MUNICIPALITIES

Held at Sacramento, Friday, May 20, 1921.

The meeting was called to order in the Chamber of the City Council shortly after eleven o'clock a. m., by Charles E. Hewes, City Manager of Alameda and President of the League. Mr. Hewes introduced Hon. Wm. D. Stephens, Governor of California, who delivered the following address:

In the last two months I have received a number of requests by wire and through the mails, from public spirited people and from many organizations—municipal, irrigation and farmer—asking me as Governor of California to file applications with the United States Government under the Federal Power Act, on reservoir and power sites within this state.

I at once took up the matter with the State engineer and had brought together in conference a number of state officials, who, after careful study of the Federal Act, advised me that the state could not make the filings contemplated in the requests. Immediately then an amendment to section 15 of the Water Commission Act was prepared and at proper time was placed before the Legislature and passed—and yesterday I made it the law by signing my name as Governor to Senate Bill 197. This law makes it the established policy of the State of California that the use of water for domestic purposes is the highest use and that the next highest use is for irrigation.

Under this amended act the State Water Commission will have power to impose such terms and conditions as will best serve the public interest upon all those granted permits to appropriate water.

When it is understood that the Federal Power Commission requires applicants for storage or power sites to comply with the laws of the state, before any Federal license will be issued it will readily be seen that the State of California is now in position under the amendment just enacted to prevent speculation in storage and power sites.

I have letters and memoranda from some of the officials participating in our conferences—these were written within the last few days—but the conferences were held and determinations therein recited were reached some time ago, as above mentioned. Note attached letters and memoranda from Attorney General's Office, State Engineer's and Water Commission.

The newspapers have said that one purpose of this meeting was to discuss the Johnson Water Power Bill that failed of passage in the last Legislature. I sincerely hope you will analyse and debate it, in all its phases and possibilities, to the end that if needed there may be put upon the statute books a comprehensive act enabling counties, cities and districts, jointly or severally to construct, and operate for the public good such reservoirs, irrigation and power plants as by vote of the people can be adopted and financed. In this connection, permit me to call your attention to the California Statutes of 1913—Chapter 261, page 450—also of 1915, Chapter 531, page 866. They may provide, possibly, the helpful suggestions.

California as a state is not exceeded by any other state save one in its power possibilities. It is estimated that the waters of the state by complete control and utilization are capable of producing over nine million horse power.

Our dreams of today as regards California's possibilities in agriculture, horticulture and viticulture, and in manufacturing and kindred industries can all be realized tomorrow, if we will but conserve and put to use in the most beneficial way our water resources. Fair returns and benefits for honestly invested, honestly and economically managed capital is sure for both municipal and private investors, who seek to benefit, not exploit, the public. Public and private enterprise can both be properly encouraged.

At the conclusion of his remarks the Governor was given a rising vote of thanks.

President Hewes next introduced Commissioner D. W. Carmichael, of Sacramento, who explained the object of the meeting, and the importance of having a conference at this time.

H. A. Mason, Chairman of the committee that was appointed at Chico on the question of Power Development, was then called upon to submit the Committee's report. He made a brief statement of the work that had been done in the way of arousing interest and effecting an organization since that meeting, and concluded by requesting that Senator M. B. Johnson, who was present, be called upon to tell of his experiences in the legislature with the so-called Johnson bill. Senator Johnson told of his efforts to secure the passage of the bill, and stated that, in his opinion, a movement should be started to secure its adoption under the initiative.

Assemblyman Ivan Parker, who handled the Johnson bill in the Assembly, next took the floor and told how the measure had been laid on the table in the Committee of Efficiency and Economy by a vote of six to three.

He explained, how, on April 19, he had made a motion to take the bill out of Committee and place it on the second reading file, which motion was lost by a vote of 34 to 31. On the next day, April 20, he renewed his motion, but lost it by a vote of 37 to 34.

President Hewes next called upon Mayor Louis Bartlett, of Berkeley, who addressed the meeting on the question, "What shall we do next?" Mayor Bartlett stated that, in his opinion, an organization should be formed under the provisions of Senate Bill No. 18, which the Governor had previously signed in the presence of the meeting, and he concluded by moving that a committee of five be appointed on organization, with instructions to report before the meeting adjourned. His motion was duly seconded and carried, and later, the President appointed Messrs. Bartlett of Berkeley, Wheeler of Los Angeles, Porter of Riverside, Mason of San Francisco, and Shinn of Sacramento, to serve on such committee. At this juncture, Mr. Mason moved that a vote of thanks be given

to the members of the Legislature who had done such good work in efforts to secure the passage of the bill. The motion was seconded by Mayor Porter, of Riverside, and carried by a unanimous vote.

Mr. Grant Lorraine, City Manager of Alhambra, next took the floor and suggested that in case it was decided to initiate the measure it would be well to consider the advisability of making provision for including streams on the border of a state.

Following the remarks of Mr. Lorraine, the presiding officer introduced Hon. John L. Davie, Mayor of Oakland, who took the floor and announced his complete sympathy with the object of the meeting, and his intention of devoting his active assistance to the cause. He was followed by Fred C. Wheeler, Councilman of Los Angeles, who spoke along similar lines. Following Mr. Wheeler, Mayor Bartlett, of Berkeley, made a motion that a committee of five be appointed on resolutions, and upon the motion being adopted, the Chair appointed Messrs. Hall of Richmond, Lorraine of Alhambra, Howard of Pasadena, Carmichael of Sacramento, and Locke of Alameda, on such committee.

Afternoon Session

The session was resumed in the afternoon. The first number of the program being an address by Hon. Horace Porter, Mayor of Riverside, on the subject, "What has been done in Ontario."

Following this was a talk by Councilman Fred C. Wheeler, of Los Angeles, who was requested to tell the story of what Los Angeles has accomplished under municipal ownership.

Next was a talk by Mr. Charles Lee, President of the State Water Commission, after which, Wm. J. Locke, Executive Secretary of the League, told of the success of other municipalities with municipal ownership.

Mayor Bartlett then submitted a report from the Committee on Organization, which brought forth a discussion from Messrs. Malcolm, Porter, Braunschweiger, and Wheeler. The report was finally adopted.

Mayor Porter, of Riverside, next moved that a resolution be prepared and adopted asking the Governor to sign the bill appropriating \$200,000 dollars for investigating the possibilities of power

CHAS. T. PHILLIPS

CONSULTING ENGINEER

SAN FRANCISCO

STREET LIGHTING EXPERT

development. The proposition was referred to the Committee on Resolutions.

A short recess was taken at this juncture to allow the Committee on Resolutions to prepare their report. It was finally submitted, and the resolutions following were adopted.

A motion was seconded and carried that a vote of thanks be tendered to the Commissioners of Sacramento for courtesies extended to the meeting. The Secretary was instructed to notify the Commissioners in writing.

The meeting adjourned to 7:30 o'clock, p. m., at the headquarters of the California Irrigation Association.

RESOLUTIONS ADOPTED AT THE SPECIAL MEETING AT SACRAMENTO.

Resolution No. 1

WHEREAS, Senate Bill No. 397, introduced by Senator Johnson, passed by the Senate by almost an unanimous vote, but denied passage by the Assembly of the recent Legislature of the State of California, which bill was designated as an Act Creating a HYDRO-ELECTRIC POWER COMMISSION, and defining its powers, and

WHEREAS, believing that civilization as contrasted with savagery is based largely on the utilization of the forces of nature by mankind, and that the utilization of these forces is just as essential to the growth of society and social institutions, and is just as necessary for their existence as light and air is to the individual, and so believing, it therefore follows beyond any question that these forces should not be monopolized, but that they should be as free from private control as is the air and sunlight, and

WHEREAS, said bill had for its object

the empowering of municipalities and other governmental agencies of the State to combine together for the purpose of acquiring, distributing and using electrical energy or power, uncontrolled by the provisions of the public utility laws of the State, and independent of the public utilities now serving or attempting to serve certain districts of the State with electrical energy or power, and

WHEREAS, the conservation and development of water for irrigation and municipal purposes are inseparably connected with the development of hydro-electric energy,

NOW, THEREFORE, BE IT RESOLVED that a special committee of this Body be appointed for the purpose of drafting a measure designed to attain this object of said Johnson Bill (Senate Bill No. 397) and containing such additional matters relating to the development of water and electrical energy as may be germane thereto, and to work to that end in conjunction with similar committees from other organizations interested in the subject matter hereof, and that said measure, when so drafted, be presented to this Body for approval, and then to the people of the State as an initiative measure.

Resolution No. 2

(Adopted unanimously.)

WHEREAS, the League of California Municipalities has, by resolution declared itself in favor of the submission to the people of the State as an initiative measure an Act designed to attain the object of the Johnson Bill (Senate Bill No. 397), and

WHEREAS, the League is advised that there is a possibility of an extra session of the Legislature of the State of California to be held before the next general election, and the passage by the Legislature of the bill drafted pursuant to said resolution would save time and simplify the matter of amendment to the bill.

NOW THEREFORE, BE IT RESOLVED by the League of California Municipalities that the Governor be and he is hereby requested to include in any call of an extra session of the Legislature to be held prior to the next general election the matter of the consideration of said Act so drafted.

Resolution No. 3

(Adopted Unanimously.)

WHEREAS, The legislature has passed Assembly Bill No. 910, providing for a survey of the water resources of the State of California, and the formulation of a comprehensive plan for their public use, and making an appropriation therefor.

BE IT RESOLVED, that it is the sense of the undersigned joint committee of the League of California Municipalities and the California State Irrigation Association that the investigation provided for should be aggressively carried forward, and that it be further

RESOLVED that a copy of this resolution be transmitted to the Governor of California, respectfully urging him to sign the above named bill and to use his executive authority to assure the actual determination of a practicable plan of water storage and distribution.

Resolution No. 4

(Adopted unanimously.)

WHEREAS, a system of reporting adopted by many public utilities of California does not segregate the items showing the salaries of their general officers so that the public may ascertain whether these corporations are efficiently and economically managed:

NOW, THEREFORE, BE IT RESOLVED, that the Railroad Commission of the State of California be requested to make an order requiring the entire salary roll of each public service corporation to be reported in detail;

AND BE IT FURTHER RESOLVED, that this report be made of public record in the office of the Railroad Commission.

Resolution No. 5

(Adopted unanimously.)

WHEREAS, Section 498 of the Civil Code as it now reads provides that the city and town authorities in granting rights of way to railroad corporations shall require such corporations "To plank, pave or macadamize the entire length of the street, used by their track, between the rails, and for two feet on each side thereof, and between the tracks, if there be more than one, and to keep the same constantly in repair, flush with the street, and with good crossings", and

WHEREAS, Senate Bill No. 53 eliminates said language from said section, and has passed both houses of the Legislature, and is now before the Governor of the State awaiting his action, and

WHEREAS, in the opinion of this Body said Senate Bill is against the best interests of the municipal corporations of the State, and the people thereof, and is contrary to the general policy of the State as indicated by the Legislature in rejecting measures designed to attain the same end,

NOW, THEREFORE, BE IT RESOLVED that the League of California Municipalities hereby expresses itself as opposed to the approval of said Senate Bill No. 53, and requests the Governor of the State of California to veto the said bill.

Resolution No. 6

Report of Committee on Organization

Your Committee appointed to propose a plan organizing the various municipalities of California that they may avail themselves of power development, publicly owned, reports as follows:

1. The Johnson Bill attempted to create a hydro-electric power commission consisting of two State officials appointed by the Governor and a third selected by the interested municipalities. It was the intention of those who prepared the bill that the State Engineer and the Executive Member of the State Water Commission should be the State officials chosen. That bill failed of passage and there is now no machinery whereby power development can be undertaken in common by the cities.

Senate Bill No. 18, just signed by the Governor, however, permits the cities to organize by agreement, and your Committee recommends that they form an

organization for the purpose of studying and preparing for the development stage. We recommend that the State Engineer, the Executive Member of the State Water Commission, representing the State, and Mr. Clyde L. Seavey, representing the municipalities, be designated as trustees for the cities, and that they be authorized to act for them.

2. By availing ourselves of the researches of the Engineering Department and the State Water Commission, it will not be necessary for this Committee to have or expend much money on behalf of the cities, and the moneys raised by them should be expended principally for the following purposes:

a. Effecting a close organization of all cities desiring to develop municipal power and keeping them informed of the progress being made.

b. Locating power sites and fulfilling other necessary requirements to hold power rights for the cities under the Federal Power Act, and making appropriations of water under the State Water Commission.

c. Arousing public sentiment throughout the State by proper publicity in order that the people may understand the importance of municipal ownership of hydro-electric power.

d. Making such investigations concerning the method of ultimately acquiring

the power as may be advisable.

e. Providing for placing any necessary measures upon the ballot by initiative and carrying on campaigns for their success.

3. In order to raise the necessary funds, it is recommended that each city of a population exceeding 5,000 contribute \$100 per annum plus \$1.00 for each thousand of its population, according to the census of 1920; that cities between 2,000 and 5,000 in population contribute \$50 and \$1.00 for each thousand of its population and that cities of less than 2,000 inhabitants contribute \$25 per annum.

4. We recommend that a sub-committee be appointed to draft the agreement between the cities herein referred to, and that the agreement thus drafted be sent for execution to all of the cities of California, this agreement to be effective when executed by the proper authorities of at least ten cities with a combined population of not less than 100,000.

5. We recommend, further, that a special committee be appointed to act with other committees appointed for the same purpose to draft and propose an initiative measure in the sense of the defeated Johnson Bill.

LOUIS BARTLETT, Chairman.

R. L. SHINN, HORACE B. PORTER,
H. A. MASON, F. C. WHEELER.

NEW ELECTION SYSTEM HELD FRAUD PROOF.

(Continued from page 182.)

Two candidates—Wilder and Elkus—were declared elected on the first ballot—which was counted at the precincts. In addition to 1,231 votes, Wilder had 600 which were not necessary to secure his election. Elkus had 400 such votes.

These votes were then distributed to the second choices marked on the ballots. The votes so distributed were drawn at random from each precinct, an even number being taken from each district, however. After they had been distributed the lowest candidate on the list was declared eliminated.

The eliminated candidate's votes were then distributed among the second choices marked on the ballots. In the event that the second choice of any of the ballots

thus distributed had been already declared elected or eliminated, the votes were then given to the third choice and so on down.

After the votes of an eliminated candidate had been distributed, the votes of the others were totaled. The lowest in the running was then also declared eliminated. This was continued until all except nine of the twenty-six candidates had dropped out of the race and these nine were then declared elected, after seventeen counts.

The fairness of the new system to the voters was testified to by the fact that of the nine candidates elected, eight were among the ten leading candidates on the first count.

HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary California State Board of Health.
Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles.
Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.
Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

CALIFORNIANS PROMINENT IN PROMOTING THE PUBLIC HEALTH

LUTHER M. POWERS, M. D.



Luther M. Powers, M. D., Commissioner of Health, Los Angeles, Vice-President Health Officers Section, League of California Municipalities.

Dr. Powers has served continuously in the same position (as health officer of Los Angeles) for a longer period than any other health officer in the State. He was placed at the head of the Los Angeles Health Department in 1893 and has served in the same capacity ever since. At the time of his appointment Los Angeles was little more than a straggling village. Its phenomenal growth is one of the marvels of the State. With the rapid increase in population and expansion of territory the Los Angeles Health Department, under Dr. Powers' direction,

has kept pace with the city's growth and has provided excellent service to the people of that city. Under his guidance various new activities have been added to the department, as occasion required, until at the present time every available branch of public health organization is included within the department. The many acute and pressing health problems, some of which are unique to Los Angeles, have been successfully solved. Dr. Powers seldom misses the annual health officers' conference held in conjunction with the League of California Municipalities. He has always taken an active interest in the state organization of health officers and his counsel and advice in all public health matters are universally respected.

Vaccination Act Repealed

School authorities, health officers and other municipal and county officials are rejoicing over the fact that Governor Stephens signed the bill introduced by Senator Crowley which provides for the repeal of the vaccination act of 1911. This places the burden of the control of smallpox upon the State Board of Health rather than upon the local authorities. The old act was never popular with either the proponents or opponents of vaccination.

Dr. Walter M. Dickie, secretary of the State Board of Health, says regarding the repeal of this act: "The schools of the state, under the old law, have lost large sums of money through lack of attendance whenever smallpox appeared in the district. Many pupils, through absence, have been deprived of a necessary part of their education and have been retarded

in their work, causing them, in many cases, to drop school work before completing their courses. In addition, many high school students have lost their graduation because of the working of this act."

"The State Board of Health will now place smallpox control upon the same basis as the control of any of the other communicable diseases. This will simplify the work of health officers and teachers, will facilitate quick action in stamping out the disease whenever it may appear and will eliminate the red tape and clumsy features of the old law."

"There were nearly 4500 cases of smallpox in California last year and during the first quarter of 1921 the disease was more widely prevalent than ever before in the history of the state. In order that the disease may be brought under control quickly the general public is asked to cooperate with local health officers in the strict enforcement of the State Board's regulations."

The Healthiest Year

Modern Medicine says that "1920 will probably be recorded as the healthiest year in history. Figures from important centers and dependable sources indicate a death rate lower than that of 1919—when only 12.87 per thousand died, the lowest rate ever known for the United States or for any large country in the world. . . .

The year 1920 has seen the extension of health education and protective measures more widely and effectively than ever before . . .

Public health departments have been more liberally supported and sympathetically helped; public health nurses have increased greatly in numbers and in effectiveness of attack; hospital and dispensaries have broadened the concept of their work; health centers have been created as means of education and of coordination of medical facilities; indus-

try has recognized that health is the key to industrial efficiency . . .

We do not doubt that we are merely in the beginning of organization for better health, the results of which will be reflected in a constantly decreasing disability and mortality rate."

California shares in this reduced mortality, for the 1920 rate was lower than it has been at any time since 1916.

Public Health Nursing

Professor C. E. A. Winslow, one of the best known sanitarians in this country, says:

"I know of no other social development comparable in magnitude with the growth of public health nursing."

Vacation Sanitation

A San Francisco newspaperman recently published in his daily column a story of how he, with his little family, went into the country to spend the day in the open. Everywhere they went they found signs inviting them to "get off the earth" so to speak; the most attractive places bore signs such as "No Trespassing", "Keep Out", "No Hunting", "No Wading", etc. He found that cattle were permitted to drink in running streams and to wade in them but when he attempted to build a fire on the roadside where he might make a pot of coffee a traffic cop told him to stop.

Vacationists are largely to blame for this attitude of country land owners. Why must picknickers often scatter papers, tins and remnants of lunches in the most attractive picnic and camping places? It would seem that city health officers and other officials, as well, have a duty to perform in educating city people how to conduct themselves when they go into the country for an outing. Many people do not know that it is criminal to cause the pollution of a stream or that it is an extremely unsanitary practice to scatter garbage and other refuse on the surface of the ground. Prospective camp-

ers should be told not to contaminate streams, lakes, springs or other sources of water supply. They should be told to bury all refuse and to keep their camps in the cleanest possible condition.

In commenting upon this matter Mrs. L. Clare Davis, in the "Stockton Record", says:

"Many owners of country property who were glad to open their groves to pic-nickers in the days when a picnic was a special occasion, instead of an every week

affair, have been forced in self defense to close their grounds to the public. For that matter how would it seem to the city resident to have persons in automobiles drive into their door yards, build fires on the lawn, throw egg shells, bottles, paper boxes and paper fragments about and go away leaving a campfire smoking after helping themselves to flowers, tearing up shrubs and otherwise doing a lot of damage?"

PICKERING PLEASURE PIER, SANTA MONICA

One of the largest amusement sections on the Pacific Coast is situated in Ocean Park which is a portion of the City of Santa Monica.

The average person does not realize the amount of money that such an amusement district represents. The Pickering Pleasure Pier has an area of about 400,000 square feet, running approximately 800 feet out into the ocean and it would cost well over a million dollars to produce the Pier and buildings and the various amusement devices thereon. This Pier was burned down a number of years ago and was afterwards rebuilt. In 1919 the Pickering Pleasure Pier Company was organized, and has spent between \$200,000 and \$300,000 on the project.

The licenses coming into the city will run from \$3500 to \$4000 annually. The Pier Company is also one of the largest individual taxpayers.

They have at the present time every booth on the Pier occupied and a large waiting list of concessionaires. It is estimated that an average of 50,000 people visit the Pier every Sunday during the summer and about 20,000 during the winter Sundays. In fact the dance hall sells an average of 15,000 tickets every Sunday.

Mr. Ernest Pickering, president of the Pier Company, is a man who spends a great deal of his time in the upbuilding of the community, being one of the directors of the Chamber of Commerce, and a great deal of the success of the amusement district can be credited to him.

Every imaginable amusement device can be enjoyed on the Pier and it has done a great deal to advertise the city.

WHAT OUR PACIFIC COAST CITIES ARE DOING

Bakersfield. Approximately \$12,000 was paid into the treasury under the business tax ordinance during the first quarter of 1921. Tent show licenses have been reduced from \$25 to \$10 per day, or \$25 for three months. By a six to one vote of the City Council, Chester Avenue has been rechristened Broadway. However, judging from the rising storm of protest, Chester is liable to take the Broad(a)way and be the final victor.

Berkeley, among many other cities, has sent a representative to the National Conference of City Planning, held in Pittsburgh, Pa., during May.

Blythe. The April income from the city water works was \$250. After paying all expenses, some profit remained.

Colton. The Colton Memorial Park and Plunge was opened May 1, with a fine aquatic program.

East San Diego. For the convenience of camping tourists, the city is maintaining a free public camp a few blocks from the center of the business district, and near the electric car line to the City of San Diego. Tourists will be encouraged to stop as long as they like, thus enabling them to appreciate the advantages of permanently residing in East San Diego.

Eureka. The City Council is considering plans for paving many of the city's streets.

Fresno. H. M. Johnston has been appointed City Attorney. The budget for the fiscal year ending June 30, next, carries a total appropriation of \$767,290.

Fullerton. City Treasurer Fred Fuller reports that the city treasury has \$168,065 to the good.

Los Angeles. An ordinance establishing a fair rent commission has been submitted to the city council by the Los Angeles Tenants' Protective Association. The budget for the coming fiscal year was given, approximately, a five per cent cut in order to keep expenditures within the estimated receipts of \$9,000,000.

Mayfield maintains a Free Automobile Camping Ground. Stanford University, which adjoins Mayfield, is but one of the objectives of many a stop-over party.

Oakdale. The City Trustees have passed an ordinance providing for a City Planning Commission.

Ojai. The Ojai Valley Men's League is behind a spirited movement toward the speedy incorporation of the City of Ojai, which will have a population of approximately 750.

Orange. The city officials will move into the new \$80,000 City Hall on June 1. The building is a wonder, both for beauty and fine appointments. Perfect landscaping, aided by 770 square yards of terraced lawn and 385 square yards of shrubbery and

flower beds, will make it one of the most imposing city halls in the State.

Pasadena. The new City Council has selected C. W. Koiner as City Manager under the newly amended charter which provides for that system of government, at a salary of \$10,000 per year. Mr. Koiner's management of the municipal electric light plant has been an unqualified success, despite the many obstacles he was obliged to overcome; and this appointment is a deserving appreciation of his services. Let us hope that he will make as big a success as City Manager, and that, to this end, he will have the same ready co-operation which he received as manager of the lighting plant.

Pomona. A. W. Niffen appeared before the council to request permission to hold Bible classes in the Auto Camp Ground at Ganesha Park. He declared that he made no charge, was quiet and orderly and would abide by any restrictions. He said he had been told by Park Superintendent J. M. Paige that he would have to get permission from the Council. This body decided to "pass the buck," and referred the matter to him with power to act. Mayor Ovington declared that he did not know of any law against teaching the Bible and thought the Mayor and Council would be a good place to start.

Richmond. The city's streets are to be protected from heavy trucking by an emergency ordinance.

Riverside. The city's bid for paving Magnolia Avenue was \$37,467. The only other one was \$40,411. The city accepted its own bid and is about to enter into this class of contract work for the first time.

Sacramento. Clyde L. Seavey, senior member of the State Board of Control, was unanimously elected City Manager of Sacramento at a salary of \$10,000 per year by the new City Council at its first session held May 7th. Mr. Seavey has been one of the leaders in the administration's activities looking toward the exclusion of Japanese immigration. He came to California in 1890 and went to school in Los Angeles. He was a newspaper reporter in Pasadena, and later on the Sacramento "Bee." Governor Stevens made the following statement relative to his appointment as City Manager: "I congratulate the City of Sacramento on securing Clyde L. Seavey for City Manager—he is honest, industrious, capable, and efficient. In my judgment, no better man could have been found."

San Diego. The following appointments were approved by Mayor John L. Bacon: Fred H. Rhodes, City Manager; Shelly J. Higgins, City Attorney; Louis Almgren, Fire Chief; Allen H. Wright, City Clerk. The Water Commission of San Diego in its first report has recommended that the city buy

the Cuyamaca water system and construct a dam in the Mission Gorge.

San Francisco. The Supervisors have authorized the Board of Public Works to contract for the erection of the Emerson school building, and for additions to seven others. The budget for the next year promises to run close to \$25,000,000, carrying a tax rate of \$3.45 or \$3.50 for the City and County of San Francisco.

San Jose. Serious traffic troubles were recently under consideration by the Council, when the City Manager informed that body that a "still" and several barrels of "evidence" had been captured. Chief of Police Black announced further that the "evidence" was in the basement of the city hall and was of exceptional quality. It is reported that the Council meeting adjourned immediately and unanimously.

Santa Ana. Edward W. Dahl says that when he took charge as Street Superintendent a few weeks ago he rolled into a roller which refuses to roll, and that when this rolling machine which does gather moss—

this war baby—is replaced by a "regular" roller, he will put a great many streets into shape in short order.

Stockton. The Council has been urged by many clubs and associations to stage a huge Fourth of July celebration this year. Mayor D. P. Eicke states that in his opinion it is the sense of the people that the city should do so. It was pointed out that Lodi, Sonora, and Manteca usually have celebrations on a large and appropriate scale.

Torrance has voted (355 to 11) in favor of incorporation as a city.

Turlock. The City Trustees have accepted the plat of Alta Vista, a new subdivision.

Sutter Creek. The Trustees have voted that Main Street be repaired, oiled and sanded.

Visalia. The Board of Trustees has employed expert engineers to report on the condition of the present water system, and is seeking other information which will probably lead to municipal ownership of that utility.

TITLES OF NEW ORDINANCES RECEIVED

Billboards, regulating. Mayfield, No. 119.

Business Licenses, certain kinds of business. No. 672 N. S., Los Angeles County.

Business Zone, creating and defining class of buildings. No. 64, Culver City.

Comfort Stations, providing for construction of in specified parks. No. 206 N. S., Modesto.

Elections, in respective territories, declaring the regularity of, and approving the annexation of such territories. No. 1066, Santa Barbara.

Electrical Inspector, creating office of. Providing for registration of persons engaged in installing or operating electrical wires, etc., granting of permits for electrical work. No. 110, South San Francisco.

(Electrical Inspector) Same, including rules and regulations concerning the installation, operation and maintenance of electrical wiring and apparatus. No. 179, Healdsburg.

Electric Power, providing for sale of surplus produced by electric plants of city, to consumers in Inyo and Mono Counties. No. 41,851, N. S., Los Angeles.

Garage for business purposes, prohibited in certain districts. (Commissioners' Series) No. 180, Santa Monica.

Garbage, regulating the collection of, requiring metal receptacles. No. 107, Los Banos.

Grades of Certain Streets, Sidewalks, Curbs and Gutters, establishing. No. 255, Oroville.

Hand Bills, Posters or Placards, prohibiting the distributing of. No. 85, Reedley.

Hogs, (amendment) prohibiting the feeding of animals that died of disease unless specifications for treatment of such dead flesh be complied with. No. 669, Los Angeles.

Intoxicating Liquor, to manufacture, sell, barter, transport, deliver, furnish, or possess, prohibited except under certain conditions. No. 228 (twenty-four sections), Arcata.

Licenses, Business Trades and Occupations, providing for. No. 142, Elsinore.

Motor and Other Vehicles, providing the weight of the load thereof, to be permitted on public streets. No. 65, San Rafael.

- Public Dances**, providing for the regulation of, and licensing and regulating of public dance halls. No. 196, County of Fresno.
- Public Dances in Public Dance Halls**, regulating hours and conduction, providing for issuance of permits. No. 733, Stockton.
- Real Property**, owned by city, regulating sale of. No. 464, Pomona.
- Streets**, changing name of a portion of certain street. No. 208, Watsonville.
- Streets**, naming specific avenue "Morrissey Avenue Extension." No. 1240, Santa Cruz.
- Street Railway Cars**, requiring that all, while carrying passengers, shall be in charge of a motorman and a conductor, and prohibiting the operation of one-man cars except upon a special, revocable permit. No. 463, 3rd Series, Sacramento.
- Taxes**, providing a system for the assessment, levy and collection of. No. 232, Madera.
- Trash and Refuse**, prohibiting property owners from allowing to remain on sidewalks. Los Angeles.
- Traveling Expenses**, specifying manner in which demand must be made. An amendment to No. 671, Los Angeles County.
- Travel and Traffic**, regulating upon streets of city. No. 229, Arcata.
- Vessels**, in Newport Harbor, prescribing regulations for persons in charge of, and prohibiting certain acts of vessels. No. 180, Newport Beach.
- Water Rates**, establishing for pure water furnished families and for public purposes. No. 84, Reedley.
- Water Rate Collector**, creating and designating duties of, fixing compensation, bond, designating place where water rates are to be paid. No. 108, Los Banos.
- Traffic**, regulating motor vehicles approaching street cars discharging passengers. Los Angeles.
- Trees**, providing for supervision and regulation of trimming, removing and destruction, and planting of, on public highways. Santa Maria.
- Vehicles, Motor or Horse Drawn**, carrying passengers or baggage for hire, granting of permits. Stockton.
- Zones** (an amendment), creating and describing a particular residence zone. Los Angeles.
- Zones, Industrial, Business, Residence**, establishing and setting forth specifications. Oakland.

NOTICE OF SALE

Notice is hereby given that sealed bids will be received by the City Clerk of the City of Brawley up to 8:00 p. m. of the 6th day of June, 1921, for the sale of one 50 h. p. Fairbanks Gasoline Engine, 2 Horse-drawn Sprinkling Wagons, one 40 h. p. Motor, three Pumps and Appurtenances thereto.

Bidders may bid on all or any portion of this equipment.

The Board of Trustees reserves the right to reject any or all bids.

The above mentioned equipment may be seen at the City Pumping Plant, First and G Streets, between 7:30 a.m. and 5 p.m.

O. M. JUVENAL,

City Clerk of the City of Brawley.
Dated May 2, 1921.

MUNICIPAL OWNERSHIP IN CALIFORNIA

Pacific Building,

San Francisco, May 5th, 1921.

To the Mayors of the Cities and Towns of
California Owning and Operating Public
Utilities.

Gentlemen:

The public utility companies are repeatedly declaring that municipal ownership of public utilities has proved a failure. At the League meeting held last November in Chico the president of one of the largest companies in this State said, "I can show you one failure for every success." Such a charge should not go unchallenged. If municipal ownership is a failure in California, the sooner we find it out the better. Therefore, you are respectfully requested to send a brief statement for publication in "Pacific Municipalities" concerning the success or failure of public ownership in your municipality, covering, among other things, the following questions:

(1) Has municipal ownership and operation been a success or failure in your municipality? (2) Have your water or lighting rates (as the case may be) been reduced in consequence of municipal ownership and operation? (3) Has the service been improved? (4) Are your rates lower than the rates charged in neighboring municipalities that are served by private companies? (5) Is the expense of operating your works paid wholly from rates? If partly from taxes, why? (6) Has politics entered into the management of your utility to any extent? (7) In your opinion, are your utilities as efficiently and economically managed as utilities under private ownership? (8) Do you set aside a fund out of the revenues, for depreciation and replacement?

Kindly add such other information as you may deem pertinent or timely and reply at your earliest convenience.

Yours very respectfully,
PACIFIC MUNICIPALITIES,

By Wm. J. Locke,
Managing Editor.

Colton, Cal., May 16, 1921.

League of California Municipalities,
San Francisco, California.

Gentlemen:

In reply to your inquiry of the 5th inst, I am happy to say that the City of Colton

has for many years owned and operated its water system and electric distributing system with very gratifying success.

Expenses of operation and maintenance are paid from rates, no tax money whatever being required; in fact, a surplus has accrued upon which other municipal enterprises draw freely and from which all depreciation and replacements as well as expansions, are paid.

As compared with rates in communities served by private companies, Colton's are no higher and in some instances are lower.

Inasmuch as politics has not entered into the management of these utilities, they are as carefully and as conscientiously operated as though they were under private ownership.

No data is available as to rates charged prior to municipal ownership. Such information, if obtainable, would date back so far as to be of little value for purposes of comparison.

Colton has reason to be proud of her water and light systems and stands out as a refutation of any charges that municipal ownership is a failure.

Very truly yours,

OLIVE PHILLIPS,
City Clerk.

MAYOR'S OFFICE,
San Francisco.

San Francisco, Cal., May 18, 1921.

Mr. William J. Locke,
Managing Editor,
Pacific Municipalities,
Pacific Building,
San Francisco, Cal.

Dear Mr. Locke:

I am in receipt of your circular letter of recent date in which you ask for information concerning municipal ownership as it has proven itself in San Francisco.

I will answer your questions seriatim as follows:

1. Municipal ownership in San Francisco has been a decided success.

2. Unfortunately the City of San Francisco does not own its water and lighting systems. The acquirement by purchase of the Spring Valley Water Company's properties was again defeated at a special election last March by a small margin of 6,000 votes

less than the required two-thirds majority. In connection with the Hetch Hetchy water project the City of San Francisco will soon build a huge hydro-electric power plant in the Sierras, which will furnish 66,000 H. P. that will be available for running the Municipal Railways of San Francisco and furnish power to our citizens.

3.

4.

5. This question can apply to the Municipal Railways of San Francisco which have been a decided financial success, despite propaganda circulated by private interests with the idea of combatting the entire idea of municipal ownership. The expense of operating the Municipal Railways is paid entirely from the income and the taxpayers have never been assessed one cent for the up-keep. Besides this the Railways have laid by a handsome profit as can be seen from the accompanying financial report.

6. The operation of the Municipal Railways has been decidedly free from politics. The Mayor is the President; the Board of Supervisors, the Board of Directors, and the Board of Works and City Engineer, the construction and operating department. No city officials or others, except employees of the road, have ever been furnished passes over the lines and the system is operated as a strictly business proposition by and for the people of San Francisco. Moreover the fare has been maintained at five cents, an achievement which few, if any, other cities in the United States can boast.

7. The Municipal Railways are quite as efficiently and economically managed as utilities under private ownership and perhaps more so. For instance the City's system has no highly paid executives nor costly legal counsel—the city officers being the executives and the legal department being in the hands of the City Attorney.

8. Eighteen per cent of the revenues of the Municipal Railways is set aside as a depreciation fund and this fund has been invested to a certain extent in bonds of other departments of the City Government, such as the Public Library, at a time when money for the operation of these departments was greatly needed. Experts all over the country agree that eighteen per cent of the revenue as a depreciation fund is excessive but the city administration feels that it would rather err on the safe side, and the eighteen per cent has been maintained.

If there, is any further information that you desire, I trust that you will not hesitate to call upon me, for we of San Francisco are proud of our Municipal Railways, which is the pioneer among municipally owned transportation systems in the United States.

Very sincerely yours,

JAMES ROLPH, JR.,
Mayor.

Municipal Water System of Santa Rosa, California.

Santa Rosa, Calif., May 20, 1921.

The municipal water system of Santa Rosa is operated on a plan different than any water system in California. While the residence district is metered, each residence is allowed, free, 10,000 gallons per month. The excess over the allowance is small and the rates low. Business houses pay by flat rates. We have an abundance of good water, but under the circumstances our water system is not self-supporting. Were it operated as other systems are, it would prove to be a source of great revenue. The free water is a provision of the City Charter and is considered an asset.

Very respectfully,

VIDA McL. DEGGETT,
City Clerk.

Santa Monica, May 20, 1921.

Mr. William J. Locke,
Executive Secretary,
League of California Municipalities,
Pacific Bldg., San Francisco, Cal.

Dear Mr. Locke:

Replying to your inquiry, re municipal ownership of public utilities.

We own the water system only, the city having purchased same four and a half years ago, from the four companies which were at that time serving our people.

Taking your questions in order:

1. Municipal ownership has proven a success.

2. Water rates have not been reduced, neither have they been increased, which would certainly have happened had we been served by the four separate companies.

3. Service has been improved.

4. Average rate is lower.

5. Wholly paid from rates, and many extensions also.

6. Not the slightest degree.

7. Yes.

8. No. Revenues have been used for extension to such an extent that the property

is now valued at over one hundred thousand dollars greater than the purchase price.

Sincerely yours,

S. L. BERKLEY,
Mayor.

Dinuba, Cal., May 12, 1921.

Pacific Municipalities,
San Francisco, Calif.

Gentlemen:

Dinuba's only municipally owned utility is their water works system, which has beyond a doubt proven a success, both financially and for service. Our rates are as reasonable as any we know of, and which we hope in the future may be reduced. The service is improved just as fast as it is possible for the departments to make improvements in our fast growing city. All applications are given immediate attention, and any complaints entered are given especial attention by the Superintendent. New and larger lines are constantly being installed, all new consumers are put in on meters and nearly all old consumers now on meters. All expenses are paid from the revenue, and some surplus transferred to the general city fund. However, the original bonds for installation are being paid by tax levy, due to the rapid growth and extensions necessary at the present time. Politics has never entered into its management.

In my opinion our utility is just as efficiently managed as any privately owned utility, and just as economically. It is the one source of revenue to the city, besides supplying water for city parks, fires, etc., at actual cost. No reserve fund is set aside for replacement other than the replacing of larger and more lines as they become necessary. Our revenue for the last year amounted to \$15,517.30.

Yours very truly,

J. W. WOODHOUSE,
Mayor.

MAYOR'S OFFICE,
Alameda, California.

May 19, 1921.

Pacific Municipalities,
Pacific Building,
San Francisco.

Gentlemen:

In reply to your letter of inquiry of May 5, 1921, permit me to state that the ownership and operation of public utilities in the City of Alameda have been successful.

These utilities have been but two in number, namely, a municipal electric lighting plant and a municipal railroad.

1. The electric lighting plant has been owned and operated for many years by the city through an appointive commission, now called the Board of Public Utilities. This board consists of three citizens.

As a consequence of ownership and operation there have been some reductions in rates. Through the whole war period and since then, there have been no increases in rates. The people are satisfied with the service given to them and are proud of the lighting plant, especially as the service has been from time to time improved.

The rates prevailing in Alameda are lower than those charged in neighboring municipalities which are served by private companies. The expense of operation of the works is wholly paid from the rates. No part is paid from taxes levied or collected.

I am very glad to state that politics has never entered at all into the management of the utility. The people of Alameda have been very careful to exclude that troublesome factor from the management of the utility.

In my opinion Alameda's municipal electric lighting plant is as efficiently and economically managed as utilities under private ownership. The fact that it gives satisfaction to an ever increasing number of consumers and, in the lighting of the city, to the public at large, and yields a good round dividend to the city, is proof positive of this fact.

I may add to the above that a fund has been created out of the revenues to cover depreciation and replacements. This fund is added to each year by taking from the revenues a sum deemed to be adequate by the best recognized authorities.

2. The City of Alameda also owns and operates about a mile of railroad, which was constructed during wartime so as to make freight deliveries to industries which were being constructed along the Oakland-Alameda Harbor. The road is under the control of the above commission and yields a small profit. It is inconsequential in size or revenue when compared with the electric lighting plant.

Very truly yours,

FRANK OTIS,
Mayor of Alameda.

Lindsay, Calif., May 25, 1921.

Pacific Municipalities,
San Francisco, Calif.
Gentlemen:

In re yours of May 5th, beg leave to reply that municipal ownership (our only municipal enterprise being water works) has proven very successful. However, I will endeavor to substantiate the above statement with a few brief facts.

The City of Lindsay purchased the water works of the Lindsay Water & Gas Co. in 1911. The system then purchased was in good condition. There were at that time a great many small plants furnishing water in different parts of the city. Business license was never charged on these plants, the Board of Trustees preferring to find out as to whether the municipally-owned system could compete with privately-owned plants.

The privately-owned plants are out of business now and the city has used no coercion of any kind to bring this about.

Water rates have been reduced several times by the municipal system, the last being about 20 per cent; this was in June,

1918. As far as service is concerned we have had no complaint except a few instances where the city pressure was too great for the old-type plumbing and fixtures. No water service (new) has been refused and new connections are made within 48 hours of application, in most cases within 24 hours.

(To be continued next month)

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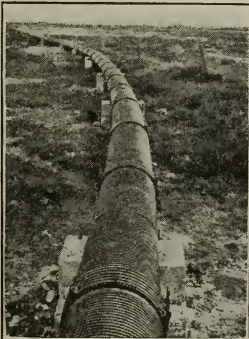
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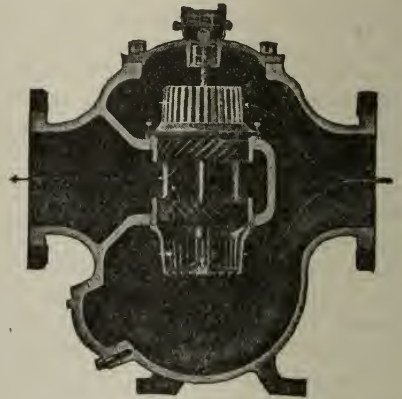
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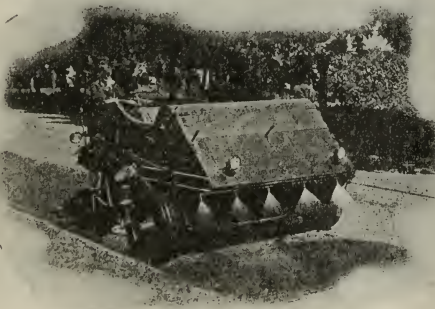
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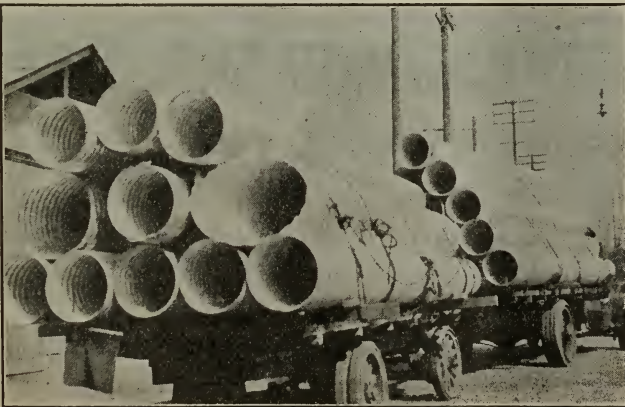
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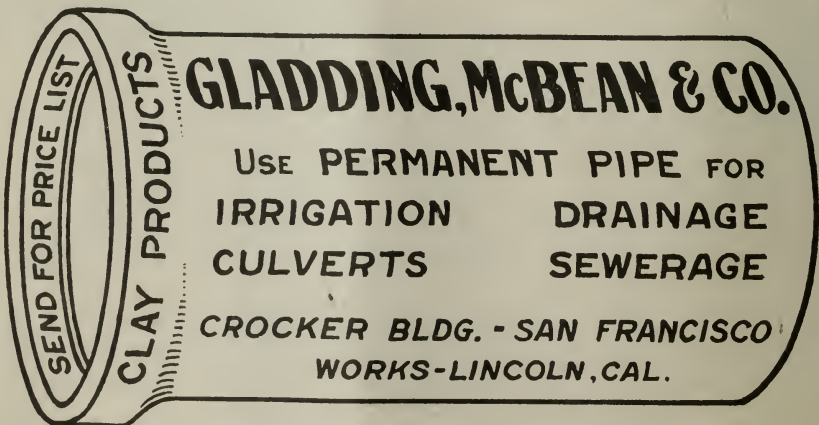
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SOME LEADING ARTICLES IN THIS ISSUE

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INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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REPORT OF THE LEGISLATIVE COMMITTEE OF THE LEAGUE.

San Francisco, June 15, 1921.

To Mr. Charles E. Hewes,
President, League of California
Municipalities,
Alameda, California.

Dear Sir:

Your committee on legislation respectfully submit the following report concerning the legislation of interest to municipalities which was introduced during the last session of the Legislature. The committee is very much gratified at the results which they achieved during the last session and desire at this time to commend the Legislative Counsel Bureau for the valuable assistance which was rendered by that office, also the various members of the Senate and Assembly who aided the committee. The results achieved would have been impossible without their cooperation. The various bills introduced concerning municipalities and the action taken thereon is as follows:

Assembly Bill No. 52—Introduced by Mr. Lyons

This bill proposed an amendment to the Vrooman Act which would permit municipalities to purchase the materials and hire the labor directly for the doing of street work instead of awarding the work to a contractor. It provided also that no patented material or process could be used in such case. A similar bill was introduced in the Senate (S. B. No. 459). They were not approved because of the peculiar language of the amendments and of the plan proposed.

Assembly Bill No. 100—Introduced by Mr. Manning

This is a bill designed to permit county supervisors to use the "Improvement Act of 1911" for doing street work and making local improvements in unincorporated territory. The counties are now confined to the "Road District Improvement Act of 1907" (Act 1465, Deering's General Laws) which, under certain conditions, is objectionable. The bill passed both houses and was approved by the Governor June 3, 1921.

Assembly Bill No. 169—Introduced by Mr. Spence

This bill furnishes a procedure for determining and establishing the boundary line between cities, counties, or cities and counties, where the same is uncertain or indefinite. The bill passed and was approved by the Governor June 3, 1921.

Assembly Bill No. 219—Introduced by Mr. Spence

(By request of the League)

This is a measure to require county boards of supervisors to construct the highway through municipalities when the same forms part of a county highway system and county bonds have been voted or a special tax levied for the work, providing, however, that the highway shall be of the same width and the same materials, or equal thereto, as the approaches. It also provides that in case of any dispute between the supervisors and the municipality the same shall be determined by the chairman of the State

Highway Commission. The bill passed and was approved by the Governor, May 23, 1921.

**Assembly Bill No. 220—Introduced by
Mr. Spence**

(By request of the League)

This bill repeals the "Improvement Act of 1919," the meritorious features of which have been incorporated in the "Improvement Act of 1911" and the "Vrooman Act," wherefore there is no reason why our statute books should be encumbered with the 1919 act. The author consented to its repeal. The bill was approved by the Governor, May 23, 1921.

**Assembly Bill No. 227—Introduced by
Mr. Christian**

(Opposed by the League)

This bill proposed amendments to Sections 851 and 852 of the "Municipal Corporation Act" which would make the marshal of sixth class cities an elective official instead of appointive. Up to ten years ago the marshal of sixth class cities was elected and the law was amended making it an appointive office at the special request of the League of Municipalities. City trustees from various parts of the State claimed the marshal disregarded their instructions and refused to enforce any ordinances which were objectionable to his political friends. The change made in the law ten years ago was a decided step in advance. Thanks to the members of the Assembly, this proposition for retrogression received very little consideration.

**Assembly Bill No. 230—Introduced by
Mr. Graves**

This bill provided a new franchise law. A similar measure was defeated two years ago by a small vote in the Senate. It proposed to deprive local authorities of supervision over public utilities passing through such municipalities unless they were purely of local character, and proposed to place the entire matter in the hands of the Railroad Commission. In addition it repealed those sections of the Civil Code which require street railway companies to pave between the tracks and two feet on either side. The bill was very carefully examined by the City Attorneys' Association of Southern California and also the City Attorneys'

Association of Northern California. Mr. W. B. Bosley, one of the attorneys of the Pacific Gas and Electric Company and the gentleman who framed the bill, was invited to appear before the city attorneys at San Francisco and, at their request consented to strike out those provisions depriving the local authorities of control and also the provision which would relieve street railway companies of paving between the tracks. The basic feature in the bill was the indeterminate franchise, and a number of the city attorneys were inclined to look upon this feature with favor. It was conceded that the indeterminate franchise is supported by some of the leading authorities in the country, although in a measure it amounts to a perpetual franchise. The bill passed the Assembly but was defeated in the Senate.

**Assembly Bill No. 254—Introduced by
Mr. Manning**

(By request of the League)

This is an amendment to Section 18 of the "Improvement Act of 1911" and relates to the granting of extensions of time to a contractor doing street work. It provides that a contract shall not be invalidated simply because an extension was not granted prior to the expiration of the time within which the work was to have been completed, if the contractor has made his application before the original time expired. The bill passed and was approved by the Governor, May 23, 1921.

**Assembly Bill No. 255—Introduced by
Mr. Manning**

(By request of the League)

This is an amendment to Section 27 of the "Improvement Act of 1911," and relates to the fee payable to attorneys for foreclosing a street assessment. As the law now stands, the fee is fixed at \$15.00, and it authorizes the attorney to bring a separate action for each lot assessed. Under the amendment the entire matter of attorneys' fees is left to the court with an express condition that in case the court finds an unnecessary number of actions have been brought where the parties are identical, it may allow compensation for one action only. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 301—Introduced by Mr. Webster

(By request of the League)

This is an amendment to Section 879 of the "Municipal Corporation Act" and relates to the collection of delinquent taxes in sixth class cities. As the law now stands, the city attorney may collect by suit and receive a fee of \$25.00. This method of collecting delinquent taxes has long been abandoned and the property is now sold to the city or town by mere declaration of the tax collector. The bill passed and was approved by the Governor May 4, 1921.

Assembly Bill No. 384—Introduced by Mr. Spence

(By request of the League)

This measure provides for certain amendments to the election law governing sixth class cities. One provision called for the appointment of the same number of election officers as used in general elections and the bill was defeated in the Senate for that reason.

Assembly Bill No. 415—Introduced by Mr. Spence

(By request of the League)

This is an amendment to the "Improvement Act of 1911" and relates to the description of an assessment district. As the law now stands, it is necessary to describe such a district by its exterior boundaries and often necessitates the use of language that affords very little information to the ordinary layman. Under the amendment, a city council may describe an assessment district by showing a map or plat of the same or by giving the numbers of the lots or blocks proposed to be assessed; or by any other method which, in their judgment, would give the clearest information. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 416—Introduced by Mr. Spence

(By request of the League)

This bill amends Section 5 of the "Improvement Act of 1911," so that a street work proceeding will not be declared invalid because of the failure to post a few of the notices required to be put up within an assessment district.

Under the law at present, in case it is proposed to assess the cost of a street improvement on a district, it is necessary to post notices on every street within such district. Sometimes these districts are quite large and some street

or alley is overlooked despite the exercise of great care. That very thing happened in Oakland and again in Los Angeles. As the posting of notices is a jurisdictional requirement, the entire proceedings are invalid if it can be shown that some street or part of a street, was overlooked in the posting of notices.

It is because of the numerous hazards of this character which a street contractor is obliged to take in doing work under our street improvement laws that makes the work so costly.

In other words, a contractor is obliged to add a considerable margin over and above his fair profit for the hazard involved, wherefore it will be readily seen that every step taken to reduce this hazard means a reduction in the cost of street work. We are pleased to say that the bill will become a law. It passed both houses and received the Governor's approval May 23, 1921.

Assembly Bill No. 445—Introduced by Mr. Spence

(By request of the League)

This bill proposed an amendment to Section 32-B of the Public Utilities Act so as to prohibit the Railroad Commission from imposing a "ready-to-serve" charge against a municipality. Some doubt existed as to the validity of such a measure in view of the broad powers which have been granted to the Railroad Commission under the constitution, and it was therefore not deemed advisable to press the bill.

Assembly Bill No. 446—Introduced by Mr. Spence

(By request of the League)

This is an amendment to Section 883 of the "Municipal Corporation Act" governing sixth class cities. As the law now stands, the recorder or town judge is entitled to charge fees for his services. Such a provision is now unconstitutional and, therefore, should be struck out of the law. The bill also provides that a justice of the peace may hold the office of recorder. This has been done in many cases but lacks express authority of law. The bill passed and was approved by the Governor May 24, 1921.

Assembly Bill No. 502—Introduced by Mr. Hurley

This is an amendment to Section 35 of the "Vrooman Act" and provides that the inspector employed on street work shall receive \$7.00 per day. The amount fixed at the present time is \$5.00 per day. This measure was approved by the League Committee. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 504—Introduced by Mr. Exward

(By request of the League)

This bill amends the "Improvement Act of 1915" in the following particulars:

Section 5 is amended so as to save time in the issuance of bonds by providing that the hearing may be held at an adjourned meeting of the council. Provision is also made for mailing a postal card notice to the interested property owners in addition to the other form of notice.

Section 6 is amended so as to provide a flat premium of 5 per cent in case of advanced maturity and calling in of the bond. As the law now stands, the bondholder receives interest from nine to twelve months, which is approximately 5 per cent.

Section 9 is amended so as to conform with the changes made in Section 6.

Section 11 sets forth a brief form of complaint in order to facilitate foreclosure proceedings.

Section 13 is amended so as to leave it discretionary with the city council to determine the year in which installments should be collected.

Section 14 is amended so as to expressly authorize property owners to pay taxes separately from the assessment payments.

Section 16 is amended so as to provide for a supplemental assessment in case of delinquency in payment on the bonds and an inequality in the original assessment.

Section 17 provides for certification of the bonds by the superintendent of banks after an examination into the regularity of the proceedings.

Section 19 is amended so as to authorize notice by posting in case no newspaper is published in the town.

This bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 741—Introduced by Mr. Hurley

This is the same amendment to the "Improvement Act of 1911" regarding inspectors' fees as the one offered by Mr. Hurley to the old "Vrooman Act." It increases the inspectors' fee from \$5.00 to \$7.00. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 755—Introduced by Mr. Spence

(Approved by the League Committee)

This bill was framed by the city attorneys of Oakland, Alameda, Berkeley and Richmond at the direction of the East Bay Water Commission and a committee appointed by the mayors of the East Bay cities to facilitate the acquisition of a domestic water supply.

The bill is based largely on the "Public Utility District Act of 1915," but strikes out the provision authorizing the pay-

ment of high salaries authorized by that act. It also provides that the business of the district shall be conducted more along the line of the manager plan of government than the commission form. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 801—Introduced by Mr. Loucks

This is an amendment to Section 26 of the "Street Improvement Act of 1913" and authorizes a re-assessment in case the proceedings have been found void. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 874—Introduced by Mr. Baker

(By request of the League)

This is an amendment to Section 23 of the "Improvement Act of 1911", and is one of the most important amendments made by the Legislature. There is nothing in the law at present relative to the priority of liens for street improvements. Not long ago the question was raised in the Supreme Court and a decision handed down to the effect that the last lien should have priority, in other words, that the last should be first.

The city attorneys (and in fact most of the authorities on street law) believe that the first lien should have priority the same as a mortgage lien, otherwise an injustice may operate against the contractor who installs the first improvement. This bill provides that liens shall take priority in the order in which they are imposed. It will enable the contractor who contemplates the submission of a bid to ascertain if there are any prior liens on the property. Should later liens be given priority to his lien, thereby raising a grave uncertainty as to what may happen in the future, the contractor would be liable to make the property owners pay for this additional hazard. We are pleased to report that the bill passed. It was approved by the Governor May 23, 1921.

Assembly Bill No. 875—Introduced by Mr. Baker

This is an amendment to the bond features of the "Improvement Act of 1911". The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 876—Introduced by Mr. Baker

(Endorsed by the League Committee)

This is an amendment to Section 28 of of the "Improvement Act of 1911". It provides a means for making a re-assessment in case the original assessment should for any reason be void or unenforceable. This is one of the most important amendments made to the improvement act and will go a long way toward removing the hazard which a contractor has been obliged to take whenever he enters into a contract for doing street work under our laws. It gives him assurance that he will be able to get his money if the provisions of the law have been substantially complied with and he has entered into the contract in good faith and performed the work in supposed compliance with legal proceedings.

Errors have been disclosed in proceedings notwithstanding the exercise of the utmost care and examination on the part of the contractor and his attorney. A printer may carelessly drop out a line of type or transpose it in the resolution of intention; or the street superintendent may fail to post notices on some blind alley or cul de sac. The affidavits and all proceedings otherwise may appear regular and yet they may be absolutely invalid for one of the reasons stated.

This bill is designed to cover just such situations and provides a means for making an assessment in such case. The amendment will undoubtedly have the effect of reducing the cost of street work. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 877—Introduced by Mr. Baker

(Endorsed by the League Committee)

This bill is an amendment to the provisions of the "Vrooman Act" relating to the assessment of public property. As the law now stands, public property included in an assessment district such as school or court-house property must be assessed to the balance of the district, or be paid for out of the various funds of the town. Amendments to the Political Code have been introduced and passed expressly authorizing school districts and boards of supervisors to pay for street improvements in front of public property, hence the necessity of this amendment to

the street law. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 903—Introduced by Mr. Long

(By request of the League)

This bill amends Section 3 of the "Improvement Act of 1911" by providing that the council may make a modification or change of grade in the resolution of intention and if no protests or objections to the change of grade are made at the hearing, the same shall be deemed waived and the grade shall be re-established as modified. This is a very important amendment and we are happy to say it passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 902—Introduced by Mr. Long

(By request of the League)

This bill was drawn by Judge D. J. Hall, City Attorney of Richmond and chairman of our legislative committee. It contains two new provisions.

As the law now stands, assessments must be collected either by the contractor or street superintendent. The first change authorizes the city council to provide that all assessments may be collectible by the street superintendent.

The second change is in regard to the method of making payment. At the present time it is necessary for a contractor to enter upon a vacant lot and make a speech to the surrounding air demanding his payment, all of which is pure nonsense. The amendment does away with the necessity of making this form of demand. The bill passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 1109—Introduced by Mr. McKeen

This bill provides the same amendment to the "Improvement Act of 1911" as Assembly Bill No. 877 provides for the old "Vrooman Act of 1885". It passed and was approved by the Governor May 23, 1921.

Assembly Bill No. 1110—Introduced by Mr. McKeen

This provides the same amendment to the Change of Grade Act as is provided to the Vrooman Act by Mr. Baker's bill, (Assembly Bill No. 877) and to the 1911 act by Mr. McKeen's other bill (Assembly Bill No. 1109). All these measures were approved by the League Committee, and

we are happy to say they passed. This bill was approved by the Governor May 23, 1921.

Assembly Bill No. 1137—Introduced by Mr. Long

(By request of the League Committee)

This was designed to amend Section 852 of the "Municipal Corporation Act". It provides that the Board of Trustees in a sixth class city might, under the initiative appoint a city manager and prescribe his powers and duties. Objection developed in the Assembly Committee on Municipal Corporations and the bill was dropped. In all probability the cities of the sixth class have the right at the present time to appoint a city manager, but such a bill would remove any doubt on the subject.

Assembly Bill No. 1285—Introduced by Mr. Ross

(Opposed by the League)

This bill proposed an amendment to Section 862 of the "Municipal Corporation Act" which governs sixth class cities, and was designed to deprive sixth class cities of the right to impose and collect a business license tax for revenue purposes. The enactment of this bill into law would result in depriving all the small cities and towns of the state of many thousands of dollars in revenue and throw an added burden on real estate. The city officials of Redding contributed material assistance to the defeat of this bill. The California Real Estate Association also took a very active part in bringing opposition against the measure. The bill was introduced in the first place at the request of a physician in Redding who was opposed to paying the municipal license tax imposed by that city. He circularized all the members of the legislature on the matter but his arguments had very little weight as the motion to take the bill up on the floor received only eight votes.

Senate Bill No. 33—Introduced by Senator King

This is an amendment to the "Municipal Corporation Act" and provides a new section to be known as Section 862-A. It empowers cities of the sixth class to establish and maintain municipal hospitals. The bill passed and was approved by the Governor on May 27, 1921.

Senate Bill No. 53—Introduced by Senator Sample

This is a bill amending Section 498 of the Civil Code so as to provide that hereafter city officials in granting a franchise to street railway companies will not be obliged to impose a condition requiring street railway companies to pave between the tracks and two feet on either side.

The proponent of the bill pointed out the fact that in some cases street railway lines extend into suburbs where no paving is necessary and therefore this provision imposes a hardship and prevents extensions of street railway lines on that account. After the bill had been passed some of the city officials expressed the fear that it might be retroactive in certain cases where a franchise had been granted by the company prior to the organization of a municipality. However, the Governor was of the opinion that the bill would not go so far, and it was approved June 3, 1921.

Senate Bill No. 149—Introduced by Senator Otis

(By request of the League)

This is an amendment to Section 877 of that portion of the "Municipal Corporation Act" governing cities of the sixth class. The bill was drawn by E. L. Randall, city attorney and assessor of the Town of Corning. It is designed to permit assessors in sixth class cities to make a legal assessment of personal property unsecured by real estate between the period from the first Monday in March to the first day of August in each year. In the majority of cities there are heavy withdrawals of assessable property in warehouses between the first Monday of March and the first of May which, before the first of May, will be beyond the control of the city assessor. The object of this measure is to make such property assessable and remove any question of doubt as to the city's right so to do. The bill passed and was approved by the Governor May 24, 1921.

Senate Bill No. 150—Introduced by Senator Otis

(Endorsed by the League)

This is an amendment to Section 880 of that portion of the "Municipal Corporation Act" under which sixth class cities are governed, and relates to the office of marshal and his duties. The law

now provides that in case deputies are appointed their only compensation is fees for process. There is no reason why the compensation should be limited in this matter. It might be very desirable sometimes to appoint deputies and, with such a limitation, it might also be quite difficult to secure persons to serve. Furthermore, the law now provides that any additional policemen appointed shall serve for one day only. There is no good reason why there should be such a limitation. The bill removes the limitations aforementioned. It passed and was approved by the Governor May 26, 1921.

Senate Bill No. 151—Introduced by Senator Otis (By request of the League)

This is an amendment to Section 787 of that portion of the "Municipal Corporation Act" under which fifth class cities are governed. It relates to the duties of the assessor and makes the same amendment as provided in Senate Bill No. 149. It passed and was approved by the Governor May 24, 1921.

Senate Bill No. 174—Introduced by Senator Rominger

This bill authorizes cities of the fifth and sixth class to establish and maintain municipal hospitals, providing the question is left to the majority of the electors to determine. During the epidemic of influenza several years ago a number of municipalities attempted to provide for municipal hospitals despite the fact there was no authority in law. This bill makes their establishment and maintenance legal. It was approved by the Governor May 26, 1921.

Senate Bill No. 248—Introduced by Senator Otis (By request of the League)

This bill amends Section 856 of that portion of the "Municipal Corporation Act" under which sixth class cities are governed. It relates to the subject of elections and eliminates the provision which calls for the use of the last great register. As the section now stands, it is in conflict with Sections 1121 and 1044 of the Political Code. The amendment would put it in harmony with those sections. The bill passed and was approved by the Governor May 26, 1921.

Senate Bill No. 249—Introduced by Senator Otis

This bill amends Section 1 of the

"Street Opening Act of 1889" by providing that one or more streets may be included in one proceeding. The bill passed and was approved by the Governor May 23, 1921.

Senate Bill No. 251—Introduced by Senator Otis (By request of the League)

This bill involves an amendment to Section 17 of the "Improvement Act of 1911". It provides that when a contractor signs up a contract for street improvements with the street superintendent, he shall not be obliged to advance any more of the incidental expenses than have been incurred up to that time. The law is not clear on the subject now, and some engineers have insisted upon a contractor advancing all the engineering expenses at the time the contract is entered into, including payment for work not yet performed. This is not fair to the contractor or good policy for the city. If the engineer is paid in full at the time the contract is signed, he is liable to lose all interest in the completion of the work. The bill passed and was approved by the Governor May 23, 1921.

Senate Bill No. 263—Introduced by Senator Lyons

This bill sought to amend the "Municipal Corporation Act" relating to the organization of a new municipality by giving the owners of acreage property certain powers that would make it more difficult to organize a municipality. As the law now stands, the question of including acreage property is left to the discretion of the county supervisors. It was represented that the change was desired to cover a specific condition existing in the southern part of the state and, for that reason, the bill was not looked upon with favor. The bill was not approved.

Senate Bill No. 442—Introduced by Senator Breed

This is a bill to provide for the issuance of improvement bonds to represent assessments levied under the "Street Opening Act of 1889." The bill passed and was approved by the Governor on May 24, 1921.

Senate Bill No. 459—Introduced by Senator F. M. Carr

This is a measure designed to permit a city or town to act as contractor and

put in a bid for doing street work in case no bids have been received from private contractors at the first invitation. The measure would be open to less objection if it simply authorized the municipality to go ahead and do the work at actual cost instead of requiring the city to put in a bid. Provision is made for disposition of the profits accruing to the city as such contractor but nothing is said about losses. As framed, there is some question about the constitutionality of the provision. The bill was not approved.

**Senate Bill No. 463—Introduced by
Senator Yonkin**

(Endorsed by the League)

This is an amendment to Section 9 of the "Vrooman Act" and provides that the first lien shall take priority of all subsequent liens. This amendment is similar to the one introduced to accomplish the same object for the "Improvement Act of 1911". It will do much to remove very embarrassing uncertainties now existing in the law and should make street work contracts and street improvement bonds more attractive and secure. The bill passed and was approved by the Governor May 23, 1921.

**Senate Bill No. 509—Introduced by
Senator Chamberlin**

This bill was designed to amend Section 14 of the "Municipal Bond Act" so as to expressly authorize the issuance of bonds for the development of a city plan. The measure was not passed.

**Senate Bill No. 529—Introduced by
Senator W. J. Carr**

This is a bill validating municipal bonds. It passed and was approved by the Governor May 16, 1921.

**Senate Bill No. 530—Introduced by
Senator W. J. Carr**

This is a bill validating school bonds. It passed and was approved by the Governor May 18, 1921.

**Senate Bill No. 531—Introduced by
Senator W. J. Carr**

This is a bill validating the boundaries of school districts. It passed and was approved by the Governor May 18, 1921.

**Senate Bill No. 532—Introduced by
Senator W. J. Carr**

This is a bill validating the organization of school districts. It passed and was approved by the Governor May 18, 1921.

**Senate Bill No. 533—Introduced by
Senator W. J. Carr**

This measure corrected certain ambiguities existing in the "Street Improvement Bond Act of 1893". It passed and was approved by the Governor May 23, 1921.

**Senate Bill No. 534—Introduced by
Senator W. J. Carr**

This is a bill authorizing the sale of county, municipal or district bonds on a six per cent basis. The bill failed of passage.

**Senate Bill No. 715—Introduced by
Senator Johnson**

This bill involves an amendment to Section 862 of that portion of the "Municipal Corporation Act" under which sixth class cities are governed. It enlarges the powers of said cities so as to authorize the construction of railway spur tracks. The bill passed and was approved by the Governor May 24, 1921.

**Senate Bill No. 729—Introduced by
Senator Johnson**

This is a bill amending certain sections of the "Local Improvement Act of 1901". This act authorizes the collection of assessments in advance of doing the work. It has not been used extensively but is looked upon with favor by some city attorneys. The bill was drawn by Mr. Hugh Osburn, former city attorney of Santa Cruz and now attorney for King City. Mr. Osburn is regarded as an authority on street laws and especially in this particular act. The bill passed and was approved by the Governor May 23, 1921.

**Senate Bill No. 773—Introduced by
Senator Duncan**

This is a bill to validate the payment of street assessments by school districts. It failed of passage.

**Senate Bill No. 934—Introduced by
Senator Allen**

This is a bill amending Section 394 of the Code of Civil Procedure and relates to the place of trial in an action brought by a county, city and county, or city against a resident of another county, city and county or city. The bill passed and was approved by the Governor on May 23, 1921.

**Senate Bill No. 971—Introduced by
Senator Hart**

This was a measure designed to author-

ize the State Board of Health to fix the location and method of operation of sewage farms or sewage disposal works, and provided that the state board should prescribe the route or means by which sewage might be conveyed to said farm or works. It authorized any municipality to convey such sewage over the public highway of the state. This bill was designed to cover a situation in a number of cities close to Los Angeles where the question of sewage disposal is a very serious matter. On a number of occasions steps have been taken to provide for an out-fall sewer and disposal works but the plans have been frustrated by the organization of other municipalities created for the express purpose of preventing the construction of the out-fall sewer or disposal works, as the case might be. It will be unquestionably conceded that a municipality must secure some place to dispose of its sewage. If it is entirely surrounded by other municipalities, the state authorities will have to be given power ultimately to settle the matter and enable the city to get rid of its sewage.

However, Senate Bill No. 971 died in committee. But that does not dispose of the problem, and it will undoubtedly come up at the next session and thereafter until some satisfactory solution is found.

Senate Constitutional Amendment No. 13 Introduced by Senator Otis

This would introduce a new section to the constitution known as Section 7½-B of Article XI. It provides that no incorporated city or town shall ever be transferred or annexed to or consolidated with any other municipality or consolidated city and county without the consent of a majority of the voters of said incorporated city or town. This amendment was adopted and will be placed on the ballot.

Assembly Constitutional Amendment No. 41—Introduced by Mr. Merriam

This measure would add another section to the constitution to be known as Section 20 of Article XI. It provides that the state, or any municipal corporation or political subdivision thereof, may provide for utilizing and controlling the waters of any stream outside the state, or partly

within and partly without the state. The bill passed both houses.

The foregoing measures were given very careful consideration not only by your committee but by the City Attorneys Associations of the state, and much valuable assistance was rendered by the city attorney's office of Los Angeles. Prior to the opening of the Legislature a joint conference was held between the members of your committee and the members of the legislative committee of the Supervisors Association of the state with reference to the disposition of the Motor Vehicle fund and the fines imposed for infractions of the Motor Vehicle Act. The joint meeting was held at San Francisco and an agreement was reached which resulted in the adoption of certain provisions in the Motor Vehicle Act that would require a portion of the Motor Vehicle Fund to be used in the construction of major highways within cities, providing they formed part of the state or county highway system. Unfortunately, the Motor Vehicle Act failed of passage because of certain other objectionable provisions which it contained. Notwithstanding the failure of the measure, your committee was very much pleased at the cordial spirit of co-operation manifested by the county supervisors. On the whole, the committee is very well satisfied with the result of its work. Never before in the history of the organization have we succeeded in securing the passage of so many of the remedial measures. Governor Stephens recognizes the unselfish attitude which we have taken in all these matters and has assured us of his hearty cooperation in the future.

Respectfully submitted,

D. J. HALL, City Attorney of Richmond,
Chairman.

FRED C. WHEELER, City Councilman,
Los Angeles.

CHAS. N. KIRKBRIDE, City Attorney,
San Mateo.

WM. J. LOCKE, City Attorney, Alameda.

LEON E. GRAY, Assistant City Attorney,
Oakland.

SHERMAN A. REYNOLDS, Mayor of Chico.

WM. F. TOOMEY, Ex-Mayor of Fresno.

RICHARD W. WELCH, Supervisor, San
Francisco.

MUNICIPAL OWNERSHIP IN CALIFORNIA:

HAS IT BEEN A SUCCESS?

(Continued from last month)

Pacific Building,

San Francisco, May 5th, 1921.

To the Mayors of the Cities and Towns of California
Owning and Operating Public Utilities.

Gentlemen:

The public utility companies are repeatedly declaring that municipal ownership of public utilities has proved a failure. At the League meeting held last November in Chico the president of one of the largest companies in this State said, "I can show you one failure for every success." Such a charge should not go unchallenged. If municipal ownership is a failure in California, the sooner we find it out the better. Therefore, you are respectfully requested to send a brief statement for publication in "Pacific Municipalities" concerning the success or failure of public ownership in your municipality, covering, among other things, the following questions:

(1) Has municipal ownership and operation been a success or failure in your municipality? (2) Have your water or lighting rates (as the case may be) been reduced in consequence of municipal ownership and operation? (3) Has the service been improved? (4) Are your rates lower than the rates charged in neighboring municipalities that are served by private companies? (5) Is the expense of operating your works paid wholly from rates? If partly from taxes, why? (6) Has politics entered into the management of your utility to any extent? (7) In your opinion, are your utilities as efficiently and economically managed as utilities under private ownership? (8) Do you set aside a fund out of the revenues, for depreciation and replacement?

Kindly add such other information as you may deem pertinent or timely and reply at your earliest convenience.

Yours very respectfully,

PACIFIC MUNICIPALITIES,

By Wm. J. Locke,
Managing Editor.

Los Angeles, Cal., June 6, 1921.

Mr. Wm. J. Locke,

Managing Editor, Pacific Municipalities,
Pacific Bldg.,
San Francisco, Cal.

Dear Sir:

In accordance with the request of the Mayor, who forwarded your communication of the 5th ult., asking various questions relating to Municipal Ownership of Public Utilities, etc., I am enclosing herewith a communication from the Chief Electrical Engineer's office of the Bureau of Power and Light, and also one from the Chief Engineer of the Bureau of Water Works and Supply, both of the Department of Public Service of the City of Los Angeles, giving answers to your inquiries referred to in your letter.

Trusting this will cover the information you desire, I am

Very truly,

JAS. P. VROMAN,
Secretary.

BUREAU OF POWER AND LIGHT
of the City of Los Angeles.

May 25, 1921.

Mr. James P. Vroman, Secretary,

Board of Public Service Commissioners
Building.

Dear Sir:

In compliance with your verbal request for data to be used by the Mayor in reply to an inquiry from the Managing Editor of Pacific Municipalities concerning the question as to whether or not municipal ownership is considered a success or failure in Los Angeles, I submit the following data.

1. Has municipal ownership and operation been a success or failure in your municipality?

It is my impression that it is quite generally believed throughout the State of California, that municipal ownership in Los Angeles is a decided success. The mere fact that the people of this city in June, 1919, voted bonds to the amount of \$13,500,000 for the purchase of the distributing system of the Southern California

Edison Company and for further hydro-electric development seems to me to be evidence that they regard municipal ownership as a success.

2. Have your water or lighting rates been reduced in consequence of municipal ownership and operation?

Since the intention to develop hydro-electric energy in connection with the construction and operation of the Los Angeles Aqueduct was declared, rates for electric energy have been reduced in Los Angeles about 33 1-3 per cent. Such reduction was made effective long before the municipal system was placed in operation, but it was due undoubtedly in a large measure to the fact that the city would eventually distribute energy to consumers within the city.

3. Has the service been improved?

I believe it could not be said that the high standard of electrical service prevailing in Los Angeles was due to the fact that the city was contemplating the distribution of electrical energy. The high standard of service that has been realized by consumers in Los Angeles is undoubtedly due to the efforts of the Board of Public Utilities, which body is charged with the duty of maintaining such service up to a high standard.

4. Are your rates lower than those charged in neighboring municipalities that are served by the private companies?

Yes.

5. Is the expense of operating your works wholly paid from rates?

Yes.

6. Has politics entered into the management of your utility to any extent?

No.

7. In your opinion, are your utilities as efficiently and economically managed as utilities under private ownership?

Yes.

8. Do you set aside a fund out of revenues for depreciation and replacement?

Ordinary replacements and betterments are made from revenues derived from the operation of the system, but no depreciation fund is maintained for the reason that it is the plan of the Bureau of Power and Light of the Department of Public Service to meet all interest and sinking fund requirements for bonds voted for the construction of the system from the

revenues derived from the operation of the system.

Very truly yours,

E. F. SCATTERGOOD,
Chief Electrical Engineer,
By S. B. NORTON,
Secretary.

BUREAU OF WATER WORKS AND SUPPLY

of the City of Los Angeles.

June 2, 1921.

Mr. Jas. P. Vroman, Secretary,
Board of Public Service Commissioners
Building.

Dear Sir:

Pursuant to the request of the Honorable Mayor Snyder, I submit the following facts bearing on the question of municipal ownership of public utilities:

1. Has the municipal ownership and operation been a success or failure in your municipality?

In February, 1902, the present water works were acquired by a bond issue of \$2,000,000 representing the appraised value of the works at that time. Based on an estimated population of 120,000 at that date, the per capita valuation was \$16.66. It must be remembered that these works, when they came into possession of the city, were in a very backward and dilapidated condition and almost wholly incompetent to give anything like adequate service. The total bonds issued to date for water works purposes, including the Aqueduct construction, amount to \$28,515,100, while the outstanding bonds as of June 30th of the present year will amount to \$21,576,800 and based on a population of 650,000 the per capita investment in the bonded indebtedness amounts to \$33.20. This amount in comparison with other cities makes a very favorable showing, especially when it is considered that the water supply of the city is now in excess of its present needs and anticipates future demand for many years to come. When it is also considered that this extra water supply was secured at the extraordinary expense of the cost of the Aqueduct, an unprecedented construction of water works—being brought for a distance of over 250 miles through uninhabited deserts, valleys and mountains, it can be safely asserted that in proportion to the per capita investment, the works represent a value far beyond comparison of that shown by any other city.

The book value of the works as of June 30,

1920, less depreciation, was \$48,560,800, which amount includes expenditures totaling \$20,000,000, taken from water revenues for betterments to the works, covering a period of nineteen years. Based on the above figures, the total per capita investment of the works is \$74.70, while as above stated, the bonded indebtedness is but \$33.20 per capita.

2. Have your water or lighting rates been reduced in consequence of municipal ownership and operation?

When the city acquired the water works in 1902, the prevailing rate for water service was \$1.50 per month minimum, with other rates proportionate thereto. This rate was immediately reduced to \$1.00 per month minimum. In October of the same year the flat rates for water were reduced ten per cent and the meter rates from 15 cents to 10.2 cents maximum and seven cents minimum per hundred cubic feet, proportional to the quantity of water used. At the present time the rate is 75 cents per month with a maximum of 10 cents per hundred cubic feet and a minimum of five cents per hundred cubic feet—based on a sliding scale, depending upon the quantity of water consumed. The bill for the average residence does not exceed one dollar per month throughout the year.

3. Has the service been improved.

When the works were acquired by the municipality there were 334.52 miles of mains in the system and 26,000 services, while at the present time there are 1,800 miles of mains and 133,000 services. Of the 26,000 services on the system at the date of the acquisition of the works by the city, there were but 4% of that number metered, while at the present time 97% of the total services are metered. In the matter of fire protection—there were but 660 fire hydrants on the system when the works were taken over, as against some 6,200 at this writing.

Since the date of the original purchase of the works in 1902, all the privately owned water systems which were inadequately serving the balance of the city have also been taken over. Most of these systems were constructed of very inferior material and the mains were of insufficient size to afford proper service and the department has practically rebuilt 75% of these systems to date. At the present time it can be safely stated that at least 80% of the entire system is a modern up-to-date one, giving the best of service for domestic and irrigation purposes and affording ample fire protection.

4. Are your rates lower than those charged in neighboring municipalities that are served by the private companies?

Yes.

5. Is the expense of operating your works wholly paid from rates?

Yes.

6. Has politics entered into the management of your utility to any extent?

No.

7. In your opinion, are your utilities as efficiently and economically managed as utilities under private ownership?

Yes.

8. Do you set aside a fund out of revenues for depreciation and replacement?

The Bureau of Water Works and Supply has assumed the obligations of interest, sinking fund and principal on all water works bonds with the exception of the Aqueduct bonds. Since the issue of the Aqueduct bonds, water revenue fund has been contributing toward the retirement of all Water Works and Aqueduct bonds, the sum of \$500,000 annually. In addition to the above, the Bureau of Water Works and Supply furnishes free water for all municipal purposes, amounting to approximately \$300,000 annually.

All betterments and replacements to the entire system are taken care of out of water revenues.

Very truly yours,

WM. MULHOLLAND,

Chief Engineer.

MUNICIPAL LIGHTING DEPARTMENT

Pasadena, Cal., May 8, 1921.

Pacific Municipalities,

Pacific Building,

San Francisco, Cal.

Gentlemen:

In reply to your letter of May 5th, we give the following:

Question 1. A decided success—both water and electric utilities. (2) Yes, decidedly. (3) The service has been much improved over what it was when the city entered business. (4) Yes, very much lower. (5) Yes. Entirely. (6) No. (7) We consider them so—gauging them by results. (8) Yes. See reports enclosed herewith covering all points in connection with depreciation and all other details in connection with their operation.

Yours very truly,

C. W. KOINER,

City Manager.

Reports mentioned above as being enclosed are being sent under separate cover.

PACIFIC MUNICIPALITIES

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CITY OF PORTERVILLE, CALIFORNIA.

May 10th, 1921.

Mr. Wm. J. Locke,
Managing Editor Pacific Municipalities,
San Francisco, Cal.

Dear Sir:

Replying to your favor of recent date in regard to our experience in Municipal Ownership of Public Utilities will state that our only experience has been with the water system.

In 1908 the city purchased the water system from a private company for the sum of \$50,000. Soon after the city voted bonds of \$65,000 to complete and extend the system making a total investment of \$115,000. At the time of purchase the company was charging a flat rate of \$2.75 per month for residence property, and a meter rate of 35 cents per thousand where used. This flat rate was reduced to \$2.00 per month for residences and the meter rate has been reduced to 16 2-3 per thousand.

A careful inventory of the present system shows a valuation of \$225,000, service has been improved, two hundred and fifty meters installed, and service extended to outlying districts so that we have at this time about one thousand connections.

This has all been done out of the revenue collected from service, and the system is now furnishing a net revenue of about \$5,000 per annum.

I can not compare our rates with privately owned systems for the reason that all our neighboring cities own their own water systems.

Will say that politics have not entered into the management of the system in any way.

It is my opinion that the system is much more efficiently and economically operated than the ordinary privately owned system.

Hoping that I have enumerated all information requested, I am,

Yours truly,

W. S. SIBLEY,

Chairman of Board of Trustees.

By GEO. D. AVERY, Clerk.

CITY OF ANAHEIM, CALIFORNIA.

Office of City Manager.

Anaheim, Cal., May 18, 1921.

Wm. J. Locke, Managing Editor,
Pacific Building,
San Francisco, Cal.

Dear Mr. Locke:

In reply to your letter concerning the success or failure of municipal ownership of public utilities I am pleased to make the following statements covering the situation in the City of Anaheim:

(1) Municipal ownership and operation has been a success in the City of Anaheim from the beginning of the operation of our water works in 1879, and of our electric light plant in 1894, up to the present hour. And we have no reason to anticipate any change in the future. The profits to date on the electric light plant alone is in excess of \$136,000.

(2) Yes. Electric light rates have been repeatedly reduced and never raised.

(3) All pipe and equipment used has been of the best grade. And every property within the city limits is served with water and light, upon request, without the payment of any money for the necessary extensions.

(4) Yes. Light rates 22% lower, water rates about 10% lower.

(5) Yes.

(6) No.

(7) Fully as well managed.

(8) Yes.

No one in the City of Anaheim questioned the success of municipal owned light and water plants until the public utility companies agents instituted insidious propaganda against it and left no stone unturned to persuade the City of Anaheim to junk its municipal owned electric light plant and buy electrical energy from the public utility company. This was finally accomplished, not that they needed an outlet for surplus energy, but in order that they might point their finger at another "failure in municipal ownership."

But in spite of this and in spite of the repeated raise in rates paid the public utility company above our contract agreement, municipal ownership, and municipal distribution of public utilities is a large success in the City of Anaheim.

Yours truly,

O. E. STEWARD,

City Manager.

CITY OF REEDLEY,

Fresno Co., California.

May 18th, 1921.

California Municipalities League.

Dear Sirs:

Replying to yours of May 5th, in regard to municipal utilities. Question No. 1—Success in our municipality. Question 2—Yes. Nearly one-half. Question 3—Yes. Question 4—No, about the same. Question 5—Yes. Yes also bond and interest. Question 6—No. Question 7—Yes. Question 8—No, plant purchased in 1914 at the expense of nearly \$18,000, which was bought by a bond issue of \$35,000.

We pay interest and bonds from revenue, also from revenue received we put in new mains and new pumping plants, as the city grows in need of such.

Respectfully,
C. W. HUEY,
Chairman.

CITY OF REDLANDS, CALIFORNIA.

May 12, 1921.

William J. Locke, Executive Secretary,
Pacific Building, San Francisco, Cal.

Dear Sir:

Your letter addressed to the Mayors of the cities and towns of California has been handed to me to answer for this city.

We operate a municipally owned water plant.

(1) This plant has been a success beyond our expectations.

(2) Our rates have been greatly reduced under Municipal ownership and operation.

(3) The service has been wonderfully improved both as to quality of water served, the amount delivered and the pressure maintained in the mains.

(4) Our rates are lower than any privately owned water plant in this part of the State which has come under my observation.

(5) The expenses of our operation have been wholly paid from our water rates.

(6) Politics have had very little to do with the management of our utilities.

(7) Our water plant without question has given more efficient and economical service under Municipal Ownership than we had while under private ownership.

(8) We have been able to take care of all replacements from depreciation and all extensions into new territory from our revenue.

Very truly yours,
GEO. S. HINCKLEY,
City Engineer.

Oxnard, Cal., May 13, 1921.

League of California Municipalities,
Pacific Building,
San Francisco, Cal.

Gentlemen:

In answer to your letter of the 5th instant, we will try to answer your questions according to number. The answers to these questions apply to our municipal water system, which is the only public utility owned by the municipality.

1. Has been very successful.
2. No.
3. Yes, very much so.

4. About the same.

5. Is absolutely self-supporting, besides we have a sinking fund which will take care of the bonds as they come due.

6. No.

7. Absolutely.

8. As stated above—yes.

We have been very fortunate in getting a manager for our water department and under his management I have never seen anything public or private of that nature that was managed any better. In fact, I think the success or failure of a public ownership proposition of any kind depends on two points, management and elimination of politics. With those two points considered I see no reason why any public owned utility should not be a success.

Trusting this answers your queries, I am

Yours very truly,

H. H. EASTWOOD,
Chairman of Board of Trustees.

CITY OF BURBANK, CALIFORNIA.

Burbank, Cal., May 13th, 1921.

Pacific Municipalities,
San Francisco, Cal.

Attention Mr. Locke:

Dear Sir:—To your favor of the 5th inst. to the Mayors of cities and towns in California concerning the owning and operating of public utilities by municipalities.

The City of Burbank owns and controls its water system complete.

It owns and controls its electric light and power distributing system and buys its electricity from the Southern California Electric Company.

We have owned and operated and controlled these systems since 1913.

Our eight years of experience with these utilities leads me to unqualifiedly state that they have been handled economically, wisely and successfully.

Our water rates remain about the same (they have not been increased) notwithstanding our population having increased more than 500 per cent, and consequently our demands for water and service in the same ratio. In every privately owned corporation as soon as the population begins to increase their rates begin to increase.

Our electric rates have been increased but not on account of our municipal ownership; the increase has been caused entirely by the decisions and orders of the Railroad Commission allowing the privately owned electric companies to increase their rates.

Our service and system has been tremendously improved and enlarged. It was formerly owned and operated by a private corporation (this refers to our water system), and the service we received was very unsatisfactory while so owned.

To your questions Nos. 4 and 5, I answer yes. To Question 6, I answer no.

To Question 7: In my opinion our utilities are much more efficiently and economically handled and managed than they could be if privately owned. My reason for this statement is that every employee of the city lives in the city and most of them have property and are taxpayers and are interested in seeing that the city gets the worth of the money it expends. In my judgment the personnel of the city officials and employees are of the greatest importance in the conduct of municipal affairs and upon them depends almost entirely the success or failure of publicly owned utilities.

To Question 8. We pay interest and bonds as they come due and make replacements out of our earnings. Depreciation is cared for by replacements.

Sincerely yours,

F. S. WEBSTER,
City Clerk.

CITY OF FORT BRAGG, CALIFORNIA.

Fort Bragg, Cal., May 12th, 1921.

Mr. W. J. Locke,
Pacific Building,
San Francisco, Cal.

Dear Sir:

In reply to your letter of May 4th, regarding public utilities, the City of Fort Bragg owns and operates its own water system.

This system was taken over from the private owners in 1915. Under private management the service was so poor that in summer very few houses could get water in the upper story and gardens and lawns were impossible.

In 1913 the taxpayers voted for a bond issue of \$75,000.00, and after two years of litigation the city in 1915, acquired the system, paying the owners \$45,000.00.

Since that time the city has built a reservoir holding 3,000,000 gals., brought in water from new sources that furnish an ample supply and laid new distribution mains. The city is now so well supplied with water that during the last year when there was such a shortage of water throughout the State, the use of water for lawns and gardens was not restricted or regulated in any manner.

As the system is operated by gravity the

operating and maintenance costs are very small. These have all been paid out of the revenue from water rents. The city has also paid interest on the bonds and redeemed \$2,000.00 of bonds each year, besides has paid \$6,000.00 into the general funds of the city.

The rates are a flat rate of \$1.00 per month, which covers the majority of consumers and a meter rate of ten cents per 1,000 gals.

I think this is a pretty good showing for municipal ownership.

Yours truly,

E. J. O'CONNOR,
City Clerk.

CITY OF WHITTIER, CALIFORNIA.

May 12, 1921.

Wm. J. Locke, Editor,
Pacific Municipalities,
Pacific Bldg.,
San Francisco, Cal.

Dear Sir:

Replying to your inquiry as to municipal ownership:

Whittier owns its water system and has so owned it ever since its incorporation, and I cannot, therefore, make a comparison between municipal ownership and private ownership. However, the following is true:

Our rates have been generally considerably lower than those of many other cities. The operation has been very satisfactory, being conducted by a superintendent under the board of trustees, and I think it can honestly be said that politics have not entered the management in any appreciable degree.

Until the present year our redemptions and interest have been cared for by direct tax. This year we begin to pay one-third of these from revenues from water sales. Operation of the system has always been cared for by revenues from water sales and these have also paid for replacements and extensions to the system.

I believe our people are very well satisfied with our experience with municipal ownership.

Yours truly,
CLARENCE O. TRUEBLOOD,
City Clerk.

CITY OF TRACY.

Tracy, Cal., May 20, 1921

Pacific Municipalities,
San Francisco, Cal.
Gentlemen:

In response to your letter under date of May 5, 1921, the City of Tracy owns its own water

works, and it has been a success since installation in 1912. Have made no change in rates which were at time of installation fixed at minimum of \$1.50 per month, allowing them to use 10,000 gals. all over 10,000 gals., 15 cents per 1,000 gals. every connection on meters, no flat rates.

Income pays operating and maintenance and minor installations, larger installations put in under bond issue. No politics allowed to enter management. In our opinion we believe all public utilities should be municipally owned.

If properly handled there can be no failure. There should be set aside a part of the revenue for depreciation and replacement.

Yours very truly,

NELSON S. DWELLY,

President Board of Tracy of the City of Tracy.

Per GEO. L. FRERICHES,

City Clerk, City of Tracy.

CITY OF RIVERSIDE,

Riverside, Cal., May 25, 1921.

Mr. Wm. J. Locke,

League of California Municipalities,

Pacific Building,

San Francisco, Cal.

My Dear Mr. Locke:

In reply to your letter of May 5th, regarding the success or failure of municipal ownership in Riverside, I will say:

First: In answer to the remark made at Chico meeting by the president of a great private company, when he said, "I can show you one failure for every success in municipal ownership," it should be remembered, first, that it is a matter of common knowledge that business men and institutions, 90% of them, fail at some time or other in their careers.

You ask first; has municipal ownership been a success in Riverside? It has been an unqualified success.

Second: As to rates—they have been greatly decreased, coming down from an average of 15 cents per k. w. h. originally to an average of 3 cents at the present date.

Third: Has service been improved? There has been constant improvement through all these years, and the service is thoroughly up to date.

Fourth: Our rates are lower, both for power and for light, than in our neighboring cities that are served by private companies, and this in spite of the fact that we have to pay very high rates to private companies for the

light and power, which we retail to our citizens.

Fifth: The expense of operating our municipal plant is wholly met from the rates, and \$50,000 a year surplus profit is realized by the city, which is used for various purposes and has been the city's chief reliance through the war and post war period to make up deficits and to save us from a higher tax rate than we had before the war.

Sixth: Politics has not entered into the management of our public utilities, either in electric or water departments. For example, our Superintendent of Electric Light Plant has been connected with it for twenty-five years consecutively. The office force, line-men collectors, etc., have all of them served the city for long periods of years, although we have no civil-service law.

Seven: We find our utilities, both electric and water, more economically managed than private companies could possibly do it. This because we do not have to pay dividends, we do not have to maintain publicity and advertising departments, nor expense of high salaried legal advice, or taxes on our plants and properties.

Eight: We set aside ample funds out of the revenue for depreciation, replacement and new construction, and still have handsome surplus profit, above referred to.

Very sincerely yours,

HORACE PORTER, Mayor.

Yreka, Cal., June 1st, 1921.

Mr. Wm. J. Locke,

Managing Editor,

Pacific Municipalities,

San Francisco, Cal.

Dear Sir:

Answering yours of May 5th, in regard municipal ownership:

(1) Municipal ownership has been a success in Yreka.

(2) Rates have not been reduced but the citizens are receiving service for the rates paid.

(3) Municipal ownership has improved our water service and improvements still continue.

(4) Our water rates compare favorably with those of private owned water works.

(5) Last year the revenue from our water works was \$7,228.98.

Operating expense.....\$3,963.99

Extension.....2,286.89

Total.....

\$6,250.88

After paying the operating expense and putting \$2,286.89 into extension we had \$978.10 to the good. We also had unlimited water for fire protection, street sprinkling and cleaning and sewer flushing. Our operating expense has always been paid from the water rents.

(6) Glad to report no politics in our municipal water works.

(7) It is my opinion that from the experience we had with private ownership, no one in Yreka will ever want to go back to private ownership.

(8) Up to the present time the Board of Trustees has not set aside a fund for depreciation and replacement, but will make such a provision in the near future.

Last summer it was found necessary to develop more water and as there were not sufficient funds in the treasury to finance the project a committee of citizens soon raised the necessary amount through subscriptions and brought in an additional supply of water. Temporarily the rates were raised with a view of refunding the amounts advanced for development, by the citizens. This will show that our citizens are satisfied with municipal management and willing to back up the Board of Trustees.

Yours very truly,

U. F. BROWN,
City Clerk.

El Cajon, Calif., June 10, 1921.

League of California Municipalities:

Wm. J. Locke, Managing Editor,
Dear Sir:

In reply to your inquiry of May 5th would reply that so far as El Cajon City is concerned, municipal ownership and operation has been a success. Our water rates have been reduced and we possess a much better quality of water than before municipal ownership and operation. The service also has been much improved and there seems to be general satisfaction. The expense of operating is wholly paid from rates, and we put aside sufficient from the fund for any depreciation and replacement. In my opinion, this particular department is more efficiently and economically managed than under private ownership.

Politics have never at any time entered into the management of this utility. (We do not own lighting system.)

Very truly yours,

CHAS. F. RICHARDSON,
City Clerk.

Coalinga, Calif., June 14, 1921.

Wm. J. Locke,
Dear Sir:—

In answer to your inquiries concerning municipal ownership, I desire to state that municipal ownership is not a failure in our city, even under adverse circumstances.

We own our City Water and Gas Company and not the Electric Lighting Company.

Our water system is a paying institution and we are compelled to supply two kinds, namely, for domestic and drinking water purposes, due to the hardness of the former.

Our rates have been reduced as compared with former rates. The service has been greatly improved. I do not know rates charged elsewhere in our vicinity. Our water and gas are handled economically, and more so than under private ownership because one clerical force handles both utilities.

We have a water sinking fund which provides for the water system.

The gas service has only belonged to the city for about one year. It is an antiquated, run-down system and was foisted on the city by a former Board of Trustees, by and with the advice and consent of the City Attorney. We use some natural gas and manufacture some. When the supply of natural gas is plentiful we do very well. When we manufacture a greater part we have a deficit. We are now investigating more natural gas supply, and if available our gas system will be very profitable. Our rates are about \$2.00 per thousand. It costs us about \$3.10 per barrel for oil, at the plant.

We bring our drinking water from Armona, about 50 miles by rail and must charge a high rate. Our domestic water is hard and has never been treated to remedy this defect.

I give this data to draw your own inferences and conclusions.

Yours truly,

L. A. BUCHANAN,
City Clerk.

TOWN OF SUNNYVALE,
Santa Clara County, California.

Sunnyvale, Cal., May 9th, 1921.

Pacific Municipalities,
San Francisco, Cal.
Gentlemen:

Your communication of May 5th has been handed to me for reply and I will answer your questions as follows:

1. Yes, we think municipal ownership is a success. We have and operate the water plant

(Continued on page 224)

MR. WIGGINGTON CREED ON PUBLIC OWNERSHIP

Mr. Wiggington Creed, president of the Pacific Gas and Electric Company, is kindly furnishing to newspapers his views as to the policy of public ownership. Whether these contributions are paid advertisements or generous contributions to the literature on the subject does not appear, nor perhaps does it matter.

Most naturally, Mr. Creed is not an advocate of public ownership, and we must recognize that his position as president of one of the leading private monopolies of the state, with a considerable salary attachment would forbid his presentation of a case that might ultimately cost him his job.

Nevertheless he is entitled to present his views and his statements may properly be made the subject of review and such criticism as they may seem to merit.

In order to be fair let us present his opening statement in a recently published newspaper article. His words are:

Mr. Creed's admonition that half-truths should not be uttered in behalf of public ownership is one that should be heeded; but it likewise follows that the rule should, with equal force, be applied to those who talk and write against private ownership.

Were this rule to be enforced I am sorely afraid that Mr. Creed would be called upon to enter a plea of guilty to a charge of violating the law that he has so unctiously proclaimed. Ampler evidence of his guilt is to be found in the foregoing quotation from his published article.

Let me point out his sins in the order that he has committed them.

(a) "The Government failure with the steam railroads." The Government's operation of the steam railroads (such as it was) was for the purpose of winning the war. It won the war; therefore there was no failure. The Government did not

own the railroads, hence it was not a failure of Government ownership. Moreover, the operation of those railroads was in the hands of the same men who operated them previously and who are now operating them. The situation was a peculiar one. The Government said (in effect), "If you operate these roads satisfactorily to the public I (the Government) will retain possession; if unsatisfactorily they will be returned to you." Naturally they were unsatisfactorily operated and were returned. I trust that Mr. Creed does not intend to insult the intelligence of his readers by citing this as an example of public ownership.

"Conspicuous failures of which the Seattle street railways are the most recent example." What are the facts Mr. Creed? You do not state them. Assuming that the roads were not paying a profit, is that a proper measure of failure? Do they not give fairly adequate service? To the extent that the service is satisfactory are they not successful? Furthermore, were not practically all the street railways in private ownership financial failures? Moreover, is not this reason of Seattle's inability to make a profit due to the fact that the previous owner (a private company) buncoed the city in the unloading of a decrepit system at a fictitious value? Mr. Creed's bare assertion in these instances cover a multitude of truths, which, if they had been stated would have negated his conclusions.

(b) "The invariable increase in the number of employees." No facts are given. Doubtless Mr. Creed would have cited the instance of the Government's "operation" of the railroads. Or he might have instanced the San Francisco municipal railways. In this case it must be borne in mind that the city's employees work but eight hours a day while the

private companies work their employees longer hours. Naturally the municipal railway must have a larger number of employees. Furthermore, publicly owned utilities can readily afford to have a larger number of subordinate employees because they do not pay high salaries to the "higher-ups". Six officers of the P. G. & E. receive salaries totaling \$120,000 a year, averaging two and a half times the salary of the Governor of the State or Justice of the Supreme Court. If Mr. Creed in his assertion seeks to imply extravagance he should state the whole truth and not a small fraction of one.

(c) "A drop in the morale and efficiency of organization." This is merely a matter of opinion and is valueless upon which to base a conclusion without first adopting a standard by which efficiency and morale can be measured. Now I can just as truly say that I have it upon reputable authority that the P. G. & E. has a most extravagant and inefficient organization, that is only exceeded in this respect by the Great Western Power Co. However much I may be inclined to believe the assertion, I have not the means to prove it. Neither can Mr. Creed prove his assertion.

(d) "Camouflaged accounting." You cannot prove it, Mr. Creed—at least half as readily as we can prove camouflaged accounting by the private companies.

(e) "Cost covertly imposed on the taxpayer." You will recognize that this is no greater crime, Mr. Creed, than it is to covertly impose taxation on a consumer of public utility service. This is exactly what is done when your company pays the state taxes and charges it to the consumer of gas and electricity. You and I might agree on what constitutes a proper scheme of taxation, but this does not directly effect the question of public ownership.

(f) "The serious burden added to the

taxpayers' staggering load." Conversely you might with equal truth state that at the same time it "relieves a serious burden from the consumers staggering load." In other words it is merely a shifting of burdens. This involves, also, a discussion of theories of taxation upon which we might substantially agree.

You say in the paragraph first quoted, "Seldom, if ever, do its (public ownership) advocates discuss calmly and without emotion those aspects of public ownership" which you have disclosed.

I trust that I have done this very thing. Certainly I am perfectly calm at this writing, and the only emotion that I feel is that which is provoked by your assertion that half truths should not be uttered in discussing this question and your own failure to conform to the rule you promulgate.

While I am writing on this subject it might be proper to add a few words that may give to Mr. Creed and those who believe with him a different view as to what the situation is in this state concerning public ownership. There is decidedly a pronounced and apparently growing public sentiment in favor of the public ownership of the electric utilities. The underlying cause of this, however, is not so much due to dissatisfaction with private ownership (though that manifests itself to some extent) as it is to find relief from an economic condition produced by the growing importance of public ownership as a factor in developing industries in this state.

We do not need to discuss public ownership merely as an academic question—something to be determined at some future time. **Public ownership is here and is here to stay.**

As our old friend, G. Cleveland would say if he were alive, "It is a condition and not a theory that confronts us."

Whether we believe in it or whether we like it or not, we must face this con-

dition, and the condition is this:

In a certain region in this state electric light and power is served in a large and increasing way through a public agency. This is supplied to consumers at about thirty-five per cent lower rates than like service is furnished by private companies. As a result industry is moving into the zone of this public agency. It promises to become, if this condition continues, the largest industrial center of the state. In fact it is so already.

This operates to handicap all the rest of the state in the development of industry.

The plain, blunt question to ask at this time is, What is the rest of the state going to do? Leave it to the private companies?

The private companies have not uttered one word as to what they propose to do.

Mr. Creed possibly could enlighten us. Will he?

Thus far all the companies have said is substantially to the effect that they propose to develop all the hydro-electric energy that the state possesses if they can get hold of it and will dispute this possession to the bitter end. To do this they must charge consumers higher rates in this part of the state, which will accentuate the condition that already exists.

This is not an answer to the question—it does not remove the handicap, but instead increases it.

We will give Mr. Creed space in this publication to state his position on this phase of the subject, provided he does so unequivocally and without the injection of an abstract discussion of the policy of public ownership. We already know his views on that question.

CHICAGO'S GREAT MUNICIPAL WATER WORKS

Next to the New York the Greatest Water Works System in the World

Value of the system—approximately \$70,000,000.

Practically all paid for and out of debt.

Municipally owned and operated.

Annual profit—\$3,000,000.

Six intake cribs.

Nine large pumping stations.

Forty-five pumping engines.

Fifty miles of tunnels from five to fourteen feet in diameter.

Twenty-eight hundred miles of cast

iron pipe from four to forty-eight inches in diameter.

Three hundred thousand taps.

Six hundred million gallons of water pumped every day—259 gallons for every man, woman and child in the city.

Average cost of service to ordinary consumer about \$1.00 per month or \$12.00 a year. Eight hour day, and standard trade union conditions for labor, best in the country.

Municipal Ownership in California

Continued from page 221

and distribution system. It is paying its \$2,000 bonds each year.

2. Owing to the high cost of materials and wages the minimum rate was increased, but the quantity of water allowed was also increased.

3. Yes, the service has been improved.

4. As far as we know, our minimum charge for water is higher than that of the private company at San Jose, but more water is allowed here.

5. Yes, the receipts more than pay the expenses.

6. No, politics have not entered the management.

7. Yes.

8. No.

The Water Department makes no charge for water used to flush the sewers nor for fire protection.

Trusting this will meet with your desire,

Very truly yours,

IDA TRUBSCHENCK, Town Clerk.

CHAS. T. PHILLIPS

CONSULTING ENGINEER

SAN FRANCISCO

STREET LIGHTING EXPERT

HOW THE CAMPAIGN OF EDUCATION WAS CARRIED ON FOR THE FIRST ELECTION AT SACRAMENTO UNDER PROPORTIONAL REPRESENTATION

By GEORGE H. HALLETT, Jr.,
Assistant Secretary of the Proportional Representation League

A thorough campaign of education was carried on in preparation for the election. At the suggestion of the Chamber of Commerce and others the Proportional Representation League sent me to Sacramento the first of April, and I spent most of my time, between that time and the election, in conducting demonstrations and writing articles, consulting with city officials, etc. I conducted in all 46 mock elections and in this way explained the system to over 4,000 people. A good many of my demonstrations were before high school and grammar school students representing a pretty large proportion of the families of the city. All three papers co-operated most acceptably in the campaign of education. The UNION ran a daily "Question and Answer" column for a couple of weeks before the election and the STAR and BEE printed a series of three articles which I wrote for them explaining the method of voting and counting, and the reasons for the objections to proportional representation. In addition the BEE, which had strongly opposed proportional representation

before the adoption of the new charter, conducted a mock election. Ballots similar to the official ballots were printed in the BEE one evening. That evening and the next day twenty ballot boxes were placed around town, in the theatres and the most accessible places, and the next evening the boxes were collected and the ballots counted in public in the council chamber of the City Hall. The next day the election was described in full in the BEE. Three members of the Central Election Board and a number of prominent citizens assisted me in conducting this election. For several days preceding the election all three papers ran a set of illustrations putting the method of voting in a conspicuous place on the first page and a similar set of illustrations was displayed in slides in four of the leading moving picture theatres.

I had numerous consultations with City Clerk Desmond and City Auditor Adams in regard to the details of the election. Every contingency was amply provided for. One evening all the pre-

cinct inspectors were assembled in the City Hall and instructed in their duties by City Clerk Desmond and myself.

The election campaign developed a great deal of interest. The Board of Freeholders, who had drawn up the new Charter, endorsed 8 candidates representative of different interests as a group who could be counted on to carry out the spirit of the Charter. In addition to this 8, 18 others were nominated by petition. Most of them ran independently, but during the last few days a number of tickets, often overlapping each other, appeared. The STAR and the BEE printed statements from all 26 candidates. The UNION and the STAR endorsed the Freeholders' ticket and Dr. Wilder, while the BEE endorsed Dr. Wilder and Albert Elkus of the Freeholders' ticket.

Opponents of proportional representation had predicted that the new method would keep many voters from the polls because of failure to understand it. The vote, however, was larger than usual, 12,607 out of a registration of about 30,000 voted. This of course is not a large percentage, but it compares favorably with other recent municipal elections. The total votes of the last two years are as follows:

May 3, 1921—Proportional Representation election of City Council.....	12,607
Nov. 30, 1920—Vote on New Charter.....	9,608
May 15, 1920—Election of Commissioner.....	11,192
May 1, 1920—Primaries.....	8,739
Dec. 27, 1919—Initiative Proposition.....	12,039
May 17, 1919—Election of Commissioner.....	10,808
May 3, 1919—Primaries.....	8,502
May 15, 1918—Election of Commissioner.....	12,318
May 4, 1918—Primaries.....	13,342

Opponents of proportional representation had predicted a large percentage of spoiled ballots at the first election. Their prediction was made more probable by the fact that an initiative proposition under the old method of voting was voted on at the same election. Most of the precinct officials guarded against confusion by using different booths for the two ballots, pencils being placed in the booths for the proportional representation election and stamps in the other. A few of the precincts neglected to take this precaution. In spite of the initiative proposition only 2.4% of the ballots were rejected as invalid. Of the 305 ballots rejected ten were blank, 78 should have been counted valid (as the officials later admitted) because they clearly showed the voter's intention although they were not marked according to instructions, 40 were invalid from being stamped a number of times with the stamp provided for the initiative proposition and 177 were spoiled in other ways. Counting out the blank ballots and those that should have been counted valid there were only 1.7% of the ballots that were invalid.

In two precincts no ballots were rejected as invalid. In one other the only ballot rejected was a blank one. In three other precincts the only ballots rejected should have been counted valid.

Of course the 78 ballots rejected did not make any difference in the official result of the election.

The counting of the ballots went smoothly. The polls closed at 6 P.M. and the last precinct returns arrived at the City Hall at 10.50 P.M. Some of the precincts were delayed by the necessity of tallying the initiative ballot in addition to sorting and counting the ballots for councilmen. At 12.40 the precinct returns had been checked and the first count completed, then followed 17 additional counts in the course of

which 6,159 ballots were transferred from the two elected candidates who did not need them and from the defeated candidates as they were eliminated to the next available choices marked on the ballots. The preparations made for the counting were designed for absolute simplicity rather than speed. Charles Lumbar, of the Central Election Board, examined and stamped for transfer every one of the 6,159 ballots transferred. Of course, the count could have been shortened by having several persons doing this at the same time; it is probable that at future elections this course will be followed. As it was, the count was finished at 4.55 P.M. on May 4th, 22 hours and 55 minutes after the polls closed, 18 hours and 5 minutes after the last ballots were received from the precincts, and 16 hours and 15 minutes after the completion of the first count. The Central Election Board and other assistants deserved, of course, the credit for the efficient manner in which they carried through the count. They worked continuously except for brief recesses for meals.

69% of those who cast valid ballots saw their first choice elected. 85% of all those who voted, including those who spoiled their ballots, actually shared in the election. A large portion of the remaining 15% saw some of their choices elected by others. It is next to impossible to find a person who is not satisfied with at least one member of the new Council and most are very well satisfied with the majority of them.

680 ballots became ineffective because the choices marked on them were defeated or were elected by other ballots. 5.5% of the ballots thus failed to share in the election because the voters failed to mark enough choices to make them effective. My impression is that most of the ballots were marked with at least nine choices.

The council elected is generally admitted to be a thoroughly representative one, its members, in the order of election, being as follows:

Dr. E. M. Wilder, physician, former commissioner; endorsed by all three papers.

Albert Elkus, retail clothing merchant, former city trustee; endorsed by all three papers, member of Freeholders' ticket.

Harold S. Kiernan, bookkeeper in an architect's office; endorsed by politicians and elected largely by Catholics and downtown votes.

E. S. Brown, president Ennis-Brown Company, wholesale merchants; member of Freeholders' ticket.

Mrs. Mary B. Lindley, head of wholesale grocery business; backed by women's organizations. Member of Freeholders' ticket.

C. W. Anderson, former fire chief; backed by city employees and politicians.

Daniel D. Sullivan, deputy state printer, former president of State Federation of Labor; endorsed by organized labor, backed by many Catholics, member of Freeholders' ticket.

H. W. Funke, young lawyer; backed by ex-service men.

C. H. S. Bidwell, lawyer, backed by many church people.

Satisfaction with the result is almost universal.

A class of first year high school girls at the Watson school made some interesting studies of the election. They divided the City into several natural divisions and assigned one girl to each division and they discovered that in every one of these divisions the five candidates who received the greatest number of first-choice votes were among the nine elected to the Council.

The only opposition that has developed has come from Grove L. Johnson, father of Senator Hiram Johnson, who prefers the good old ward system with the good

old political parties and states, "Take it all in all the new Councilmen are a representative body and are possessed with intelligence and activeness in the affairs of the City of Sacramento to give us a good government," and from Joseph H. Devine, one of the defeated candidates, who has been endeavoring to get other defeated candidates to join him in a move to test the constitutionality of proportional representation. Such a test could have only one ending, as the State Supreme Court has already ruled in the case of Socialist vs. Uhl, 155 Calif. 788, "That the election of municipal officers is strictly a municipal affair goes without question." Such constitutional provision relating to municipal elections is Section 8½ of Article XI, adopted November 15, 1918, which reads in part as follows:

"It shall be competent in all charters framed under the authority given by Section 8 of this article to provide in addition to those provisions allowable by this constitution and by the laws of the State as follows: for the manner in which and the times at which any municipal election shall be held and the result thereof determined . . . It shall be competent in any charter framed in accordance with the provisions of this section or section 8 of this article for any city or consolidated city and county and plenary authority is hereby granted, subject only to the restrictions of this article, to provide therein or by amendment thereto the manner in which, the method by which, the times at which, and the terms for which the several county and municipal officers and employees whose compensation is paid by such city . . . shall be elected or appointed."

Several of the defeated candidates have expressed themselves strictly in favor of the new method of election. The new Council is unanimous in endorsing the system.

The old line politicians tried in vain to find some way of beating the system. They were unable to find any way of securing more representation than their votes deserved. The UNION of May 3rd said editorially:

"A well known boss in this city, long ruler of the most powerful part of that invisible ruling force engaged in politics for purposes seldom in accord with the public welfare, has paid the most flattering compliment to proportional representation that it could receive from anyone. This expert in the manipulation of elections excused his apathy in the present campaign by declaring that it would cost from fifteen to twenty thousand dollars to beat the proportional representation system at the coming election and that even with this great expenditure, no guarantee of success could be given. In previous elections this boss has turned the scales by controlling a block of less than a thousand votes."

The new council held its first meeting on Saturday morning, May 7th, and proceeded without delay to elect as city manager, at a salary of \$10,000 a year, Clyde L. Seavey of the State Board of Control. Mr. Seavey has an enviable record for ability and integrity in the performance of duties which have brought him up against problems similar to those he will have to meet as city manager. He has the advantage of knowing local conditions and being universally known and respected without the disadvantage of being entangled in any way with local politics. His selection has met with unanimous approval.

The council also elected a permanent chairman with the understanding that he will be elected mayor after the present commission goes out of office on June 30th. Their selection was Albert Elkus.

HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary California State Board of Health.

Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles.

Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.

Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

CALIFORNIANS PROMINENT IN PROMOTING THE PUBLIC HEALTH



KIRBY SMITH, M. D.

City Health Officer, Oakland, Cal.

Dr. Smith has served as health officer of Oakland since 1913 with an interim of a little more than a year during the war, while he was in the service. Dr. Smith has always taken an active interest in the Health Officers' Section of the League of California municipalities, and he always attends the annual conference. The Oakland City Health Department has prospered under Dr. Smith's direction. He has had some problems to deal with that do not fall to the lot of other health officers. The problem of keeping plague out of Oakland is a particularly heavy responsibility upon this health officer. Investigations conducted by the United States Public Health Service have proven that plague is a menace to all of the cities of the bay region. Because of the geographical location of Oakland and because

of the large area that it covers, reaching out close to areas where infected ground squirrels exist, the situation in Oakland is always worthy of careful attention. Dr. Smith is alert in his efforts to keep plague out of Oakland, and is to be commended for the work he has accomplished in promoting the public health of his city.

The Plague Menace

A boy in the southern part of San Benito County contracted plague early in June and a case that is very suspicious of plague has just been found in Oakland. The appearance of these cases, together with a fatal case that occurred in a resident of San Benito County last February, indicate that plague is still a menace to the cities and counties of California, especially to those of the San Francisco Bay region. Infected ground squirrels are found in large numbers by the United States Public Health Service throughout this region. Officials of both cities and counties cannot look upon this problem too seriously. The extermination of infected ground squirrels and rats is of the utmost importance. The disease is transmitted only by flees which ordinarily infest rodents. When an infected rodent dies, the insect will leave the cold rodent body for any warm body that may be near. Since rats and ground squirrels are frequently found in the same burrows the rat population of any city may easily become infected. Health officers of California who are active in the extermination of rodents, both rats and ground squirrels, should receive the active support of their

local governments, as their activity along these lines may be of more far-reaching importance to promoting the health and welfare of city, county and state than we can possibly even imagine at the present time. Plague is present in California:—the disease is one of the most rapidly fatal of any disease known. Prompt recognition of this fact by all officials may mean the saving of much money and many lives.

The Garbage Disposal Problem

In most cities the disposal of garbage is conducted on loose or haphazard lines. Almost everywhere the collection and disposal of these wastes is left to the scavenger. In many places no one seems to care whether the garbage is placed upon the dumps where it may provide food for thousands of rats or whether it is fed to hogs that may be kept in a most unsanitary condition. In several California cities, recently, the collection of garbage has suddenly stopped owing to labor strikes among the scavengers, to difficulties over collection rates or similar causes. No city can afford to have its disposal of garbage dependent upon temporary or loosely organized measures.

The same methods of disposal cannot apply to all communities. In some places it is advisable that these wastes be fed to hogs; in other cities it is better practice to make use of an incinerator. The authorities of every community should give as careful attention to the disposal of garbage wastes as they do to the disposal of sewage. The disposal of one is almost as important as that of the other. The plague situation in California makes it highly important that garbage be placed where rats may not gain access to it. The State Board of Health will provide engineering advice to those communities where the garbage disposal problem needs solution.

The Typhoid Season

Typhoid fever always becomes more prevalent during the summer and early fall. It is just as natural that more cases of this disease should develop at this time of year as it is that blossoms should develop and fruit ripen. Due to the excellent work of the governments of the larger cities of California the typhoid fever death rate of the state has been reduced enormously. The disease is not eradicated, however, and to keep it in check requires constant vigilance. Health officers throughout the state have been urged to give careful supervision over all cases that may appear, and to take every possible precaution in removing all factors that may have to do with the spread of the disease. Local communities, in turn, are urged to give the local health officer full support in his endeavors to keep water, milk and food supplies uncontaminated.

More State Sanitary Inspectors

Through the cooperation of the last legislature, with the support of Governor Stephens, the State Board of Health is enabled to add to its staff of sanitary inspectors. Two of these officials have already been added to the staff under the direction of Edward T. Ross, who has been the chief sanitary inspector of the State Board of Health since 1913. Local health officers are appreciative of the assistance that the state sanitary inspectors are able to give. Cleaning up local butcher-shops, bakeries, creameries, dairies, etc. is not always easy for the local authorities and the abatement of nuisances is often more easily accomplished through state aid. Requests for assistance in all problems relating to sanitation will receive prompt attention if addressed to the Secretary of the State Board of Health, Sacramento.

ANSWER OF THE CALIFORNIA HIGHWAY COMMISSION ON DAY LABOR COST CHARGES MADE BY AUTOMOBILE CLUBS

By the deliberate concealment of material and vital facts, the California State Automobile Association in bulletins recently published in the press has attacked the day labor operations of the California Highway Commission, attempting to create the impression that there has been a waste of road moneys in these operations.

The effort of the Automobile Association is apparently directed at forcing the Commission to discontinue all day labor work and to construct highways by contract without regard to whether bids of contractors are reasonable or excessively high.

The concealment of material facts consists in quoting estimated costs on a certain number of selected sections of highway and comparing these estimated costs with the final completed costs. In a number of instances the Automobile Association has quoted an estimated cost on one type of road construction and the final cost on an entirely different type, at the same time failing to note the fact that the type of construction was changed, creating the impression that the estimated cost and the final cost were for the same type of highway.

The Automobile Club has also carefully refrained in making these comparisons from informing the public that in a number of cases actual construction necessitated and revealed a material increase in yardage over estimated quantities, thus increasing the final cost of the work.

The Club also, by eliminating from its report the dates of the construction of the various sections that it cites, conceals from the public the fact that much of the work of which complaint was made was carried on during the war period when costs of highway work

as of everything else, increased enormously.

The method employed by the Auto Club is again shown by the fact that the estimates quoted are exclusive of engineering costs whereas the final cost figures include engineering during construction. In order to properly compare the construction costs which have been the subject of the Auto Club attack, the Club should have omitted the engineering charges from the final cost figures as it did in giving the estimate. In order to have the same basis for comparison, the figures cited by the Highway Commission, both for estimates and final costs, represent construction charges exclusive of engineering costs.

The United States Bureau of Public Roads in a study of the California highway system made in 1920 a most careful analysis both of the contract and day labor operations of the California Highway Commission. Its findings are summed up in its report as follows:

"An analysis of construction costs shows a rapid building of the important trunk highways to approximate completion and at a very reasonable cost. The total average percentage of construction costs on both day labor and contract work, chargeable to administration, engineering and overhead is 15.86% and is reasonable. In view of the recent rise in prices, the overrun of 6.24% over engineer's estimates on a final total payment is low. On day labor jobs, this corresponding percentage is higher, as expected, but is not excessive. Analysis of 20 jobs, both contract and day labor, which presented the greatest apparent percentage of overruns shows adequate reasons in practically every instance of such overruns of the estimate.

The accounts in headquarters office on all work were found very complete and without discrepancies, and the cost

figures here presented are accurate and official."

The list of sections cited by the Auto Club to support its charges, together with some of the facts surrounding the work which the Auto Club has not seen fit to include in its report, follows:

1. El Dorado County, from El Dorado to Placerville. Estimate, \$61,291; final cost, \$160,834. This section very aptly illustrates the method by which the Auto Club has built up its charges.

The original estimate, as the Auto Club knows, was based on water bound macadam specifications. After the work was started, however, it was decided to change the specifications and a cement concrete road was built. The estimate as cited by the Auto Club, was on water bound macadam while the final cost as misstated by the same organization was for a cement concrete road. Neither is the public informed by the Automobile Club that a wider road was built than was first contemplated, more extensive retaining walls were constructed and flatter curves were built than was provided for in the first estimate.

2. El Dorado County, from Shingle Springs to El Dorado. Estimate \$25,619; final cost, \$97,392.00. The Auto Club in this case again conceals real facts. The original estimate was for water bound macadam. It was decided that it would be unwise to build water bound macadam with the local materials available on account of the excessive maintenance costs. The type of construction was changed to asphalt macadam.

The Auto Club in making its comparison of costs as compared with estimates fails to mention this change. It also fails to note that actual construction revealed the quantity of rock excavation to be much larger than contemplated in the estimate.

The Auto Club criticizes the length of time that it took to build this section, stating that it took the forces of the Highway Commission two years to build this $5\frac{1}{4}$ mile section. This statement is an instance of a half truth that amounts to a whole untruth.

The contract was completed in the fall of 1914, a little over a year after the work was started, except for the oil

surfacing on a small portion of the road. As it is impossible to do satisfactory oiling in the winter time especially on a macadam road, the work was discontinued entirely in the second winter being resumed in the spring of 1915 for the purpose of finishing the oiling.

3. Mariposa County, between Cathay and White Rock road. Estimate, \$112,257; final cost, \$231,658. Total, 14.53 miles.

Here again the Auto Club in its criticism conceals an entire change in policy toward this road. Mariposa was originally considered as a terminus of a relatively unimportant lateral. About the time construction was started, however, it was decided to make this road the main highway into the Yosemite Valley. This decision necessitated an entire revision of specifications as to alignment, flattening of curves, reduction of grades, width of roadway and flattening of slopes. The latter resulted in the necessity of cutting through solid rock points in many cases, greatly increasing excavation quantities. In addition to this two small bridges with heavy approach fills were built. None of these facts are mentioned in the report of the Auto Club and by failure to give the years in which this work was carried the Club conceals the fact that much of the work was done during the war and under war conditions.

4. Mono County, between southerly boundary and Devil's Punch Bowl, five sections totaling 15.87 miles. Estimate, \$73,573; cost, \$101,080. Here we have a clear misstatement of cost figures by the Auto Club, which gives the cost of this work as \$134,050, approximately \$33,000 more than the actual cost. There is nothing in the records that indicates where the Auto Club obtains its figures either as to estimate or as to cost.

Other facts not mentioned by the Auto Club, however, are that this job included a twenty-foot bridge not included in the preliminary estimate. It was also found necessary to keep the road open from the Summit to Whiskey Canyon during construction. This in turn necessitated building one-half of the width of the road and then later widening to its full width. The Auto Club fails to

mention that the rock yardage as revealed by construction was greater than the estimate and that there were numerous slides, the removal of which was charged against the job, thus increasing the yardage over the estimate.

5. Contra Costa County, Eckley to Martinez. Estimate, \$78,704; cost, \$112,-620. This work was done under war conditions. In this particular case, a considerable increase in cost was due to car shortage and Governmental embargoes. The bid of the Municipal Improvement Co., the only bidder for the job, was rejected. Although during the same period the Municipal Improvement Co. had two other contracts for the construction of State highways, that Company was unable to complete either of its two contracts and the State was forced to take over the work and to complete both jobs. Records of the Highway Commission show that on nearly every contract awarded during the summer of 1917, contractors sustained losses as great or greater than the State sustained in this instance.

6. El Dorado County, from White Rock to Shingle Springs. Estimate, \$121,132.62; Cost, \$252,008. This is another instance where by refraining from giving the date of this work, the fact that it was built under war conditions is concealed by the Auto Club. In addition to the adverse building conditions due to the war, a much larger yardage of rock was found to underlay the surface than there was any reason to believe would be found. Accordingly the rock quantities in the final cost were much greater than in the preliminary estimate. Work was completed at an average cost of \$24,514 per mile, which compares favorably with the cost of similar work at the present time under even more favorable labor conditions than then existed.

7. Humboldt County. Section near Alton. .8 mile in length. Preliminary estimate, \$7,468; cost, \$12,626. Severe storms necessitated a frequent interruption of the work, increasing the unit cost on this section over the estimate. It was further increased by the fact that the final grading yardage exceeded the preliminary estimate by over 15%.

8. Sierra County, from westerly

boundary to Downieville. This is a convict labor job. The estimate of \$61,000 given by the Auto Club as the engineer's estimate for eight miles of the work is simply the total of certain allotments made for carrying on the work during a given period. The total estimate for this lateral is \$262,360.15, of which up to June 20, 1920, \$185,745.29 had been spent.

This work will be finished within the estimate and has been done for 50% less than it would have cost by contract, and this in spite of the fact that a considerable portion of road has been surfaced with local material, the cost of which was not included in the preliminary estimate.

9. Mendocino County, from Arnold to northerly boundary. Estimate, \$848,-318; cost to June 30, 1920, \$1,108,362. This work is divided into three sections. After deducting the cost of bridges and the removal of slides from the first section, the cost of the work is found to run \$41,008 less than the preliminary estimate. There is yet more work to be done which will probably run the cost slightly more than the estimate for this section. On the second section, the estimate is for an eighteen foot road but a twenty-one foot road was constructed over nearly the entire section. In spite of this additional cost and deducting the expensive graveling which was not included in the estimate and which was charged to the job, the estimated cost was only exceeded by \$3,861 or about 2½%.

The estimate on the third section contemplated the use of convict labor but after about 65% of the job was completed, it was found necessary to transfer the convicts to other work.

The cost also includes charges for graveling, removal of slides, etc. not included in the estimate.

This work was carried on in 1919 and 1920, when the cost of labor was at its highest and the efficiency of labor was at its lowest. These facts are not noted in the Auto Club's report.

10. Nevada County, from Nevada City to the northerly boundary, 17.92 miles. This is another section of the Downieville lateral on which convict labor has been chiefly employed. The \$17,000 given by the Auto Club as the

preliminary estimate for this section is simply an allotment covering grading on 2.9 miles from North San Juan to the county line. This was comparatively light work and cost, exclusive of graveling surface, about \$15,500. The work on the remaining 15 miles is still under way and will be completed at less than the estimated cost. The estimate on this section is \$241,724 and not \$17,000 as the Auto Club would have the public believe. Up to June 30, 1920, \$122,344 had been expended on this work.

11. Los Angeles County. Two sections south of Action. Preliminary estimate, \$156,601.58. Final cost \$207,345.

This work was advertised for bids in 1917. The bids were rejected as excessive and the work undertaken by day labor forces of the Highway Commission. Car

shortage which developed during the war necessitated crushing and hauling the rock in place of shipping in gravel. The rock quantity of excavating also ran far over the estimates. The water supply also ran low in 1918, delaying the work and causing added expense. Labor costs rapidly increased during the progress of the work and its efficiency decreased. Contractors were likewise affected by the same causes as shown by the fact that Tryon & Brain, the low bidders on one of these sections, entered into two contracts in August, 1917, for sections of State highway in Santa Barbara County. The contractors claimed to have sustained a loss of \$40,000.00 on this work owing to war conditions and in 1919 the Legislature appropriated \$39,283.54 to reimburse them for their losses. The bill was vetoed by the Governor.

SANTA MONICA BEACH

On the cover of this issue is shown a beach scene in the City of Santa Monica. Beach cities will all be interested in the problem that has confronted Santa Monica during the past few years, the entertaining of visitors on the beach frontage. The City of Santa Monica owns only a very small proportion of their whole ocean frontage, and prominent people and city officials have tried to visualize what the future might be in case the privately owned property was built on, and as this property is becoming more valuable every year, having a frontage on the Ocean Front Promenade it will become necessary at some time in the near future to purchase some, if not all, of this ocean frontage in order that a large enough playground be provided for the people who are being asked to come to the beach by all sorts and methods of advertising. A few years ago a bond issue to purchase quite a large amount of frontage was put before the people and was voted down by them. Again about a year ago the matter was taken up by

the Chamber of Commerce and other civic bodies and finally ended with nothing being done, owing to the fact that some citizens thought that the price asked for the property was too high. It would seem that the trouble in a great many California cities is that people cannot visualize what the West is coming to, that they think of it only as a portion of the country to which people come if they have no place else to go, but the time is coming in California when we must realize that we have a community that is becoming better known every year and that the next ten years will show a growth that will surpass possibly any other part of the United States.

The scene on the cover is just one of many others that could be taken on the Santa Monica seashore. People have only to come to this beautiful beach and see the miles and miles of wonderful ocean for bathing, the picnic places and the beautiful little canyons opening out onto the beach to realize that we have just as beautiful spots in this state of ours as any other part of the country.

WHAT OUR PACIFIC COAST CITIES ARE DOING

Bakersfield has purchased a combination patrol wagon and ambulance.

Bishop—A \$121,500.00 contract for grading between Tioga Pass road and Virginia Creek has been awarded.

Burlingame—The Board of Trustees has passed a resolution ordering the abatement of weeds. A balance of \$33,293.56 was in the treasury at the close of May.

Calexico city trustees met with opposition from business men at the first reading of an ordinance providing for an occupation tax.

Calipatria has recently joined the League of California Municipalities.

El Monte—The river just west of the city limits is to be spanned by a concrete bridge.

Fresno—The problem of auto parking on the city's streets has been reduced to a question of keeping the main arteries clear so that business can pass by the doors of shops and stores or permitting the people in from the country to line their cars up along the thoroughfares while they proceed to fill them with merchandise purchased. At least, this is the version expressed by some folks from out of town.

Glendale—T. W. Watson, city manager, has expressed his opinion (which he believes is also held by the Board of Trustees), that an ordinance should and will be passed to the end that peddlers of fruit and other produce be prohibited from stationing their wagons along the curb.

Hanford's auto camping grounds, which have been in use only a few weeks, are already giving friendly welcome to from one to six parties daily.

Hyde Park is to be congratulated as she has just come into existence as our youngest sister city—and a member of the L. of C. M.

Long Beach—There are over thirty applicants for the position of city manager, which office must soon be filled.

Los Angeles—George E. Cryer, after what has been proclaimed the most spirited election campaign ever experienced by the city, was elected mayor over M. P. Snyder, the present and four times incumbent. The city owns the Monolith Cement "Mine." The plant is leased out at present. A proposal of the lessees to purchase the good thing is being entertained. Announcement has been made that petitions for an ordinance which will abolish the one-man cars—so-called "Dinkies," "Carlets," or "Safety-cars"—are soon to be circulated.

Madera has recently joined the L. of C. M.

Manteca is one of the newest members of the L. of C. M. The city is making material improvements to the municipal water works.

Merced—The voters have authorized a \$130,000.00 bond issue for the construction of school buildings.

National City—Construction of the several buildings which will constitute the modern Sweetwater Union High School is well under way. At a meeting of the Chamber of Commerce it was decidedly shown that San Diego County communities will unite with city officials in an endeavor to bring an end to the too heavy telephone toll system now in vogue.

Oakdale became affiliated with the L. of C. M. a short while ago.

Ojai—The citizens will vote for or against incorporation of that city-to-be on July 26, 1921.

Pittsburg is about to build a new \$66,800.00 school building.

Red Bluff—Tehama County has a \$624,224 program for bridge construction during the ensuing year.

San Francisco—Endorsements of the San Francisco-Oakland Bay Bridge are "piling" themselves up in such a mass that care must be taken or some will be satisfied with crossing the bridge before it comes. Incidentally, construction is necessary—we'd better begin! San Francisco's tax rate, says Herbert Fleishacker (banker and president of the city's Park Commission), is the lowest of any city and county in the country.

San Mateo—The people are to decide at the polls whether or not public boxing exhibitions shall be permitted.

San Rafael is to construct a new high school building.

Soledad—The Board of Trustees will probably levy a light business license on the order of that now prevailing in San Juan.

Susanville—Mrs. May Spencer Emerson, an enthusiastic participant in all civic matters, formally inaugurated the work of paving the city's streets when, on June 18, she turned the first spadeful of earth.

Uplands—Progress typified! The Municipality is making provisions to facilitate parking of automobiles around the municipal bandstand in the Municipal Park that their occupants might more completely enjoy municipal concerts.

Ventura—The City Council held its first meeting in the new city hall on June 15.

TITLES OF NEW ORDINANCES RECEIVED

Action to Condemn land necessary for improvement of specified street, extending time for filing of. No. 444, Glendale.

Alleys, in specified territory, closing of. No. 462, Sacramento.

Amusement Places, pool, billiard halls, theatres, picture shows, cigar stands where cards are played as a business, outside of municipal corporations, providing certain regulations. No. 120, Kings County.

Bread, fixing standard weight of loaves. Santa Clara County.

Buildings, used as garages, regulating.

Business District, establishing; and prohibiting all kinds of businesses outside of said district. No. 79 N. S., Needles.

- Business licenses**, imposing (62 sections), (an amendment to Ord. No. 45). No. 229, San Mateo.
- Corrals or Enclosures**, where loose stock are kept or allowed to run, prohibiting the maintenance of. No. 454, 3rd Series, Sacramento.
- Electricity, Department of; Creating**. Regulating the installation, repair, operation and maintenance of all electrical conductors, dynamos, motors or other electrical apparatus or material—whether inside or outside of any building, on street or highway. Providing for the appointment of a city electrician and assistant. No. 417, Coronado.
- Excavations** of streets and sidewalks, cutting streets, sidewalks and curbs, regulating and providing for indemnity for damage to same. No. 124, City of Daly City.
- Firemen**, classifying in three divisions with respect to length of service. (An amendment). No. 465, Sacramento.
- Fires**, providing for the procuring of a permit to start, from a state or county fire warden by any and all persons in the county, outside of incorporated cities, during certain seasons of the year, for the purpose of burning brush, stumps, logs, rubbish, fallen timber, fallows, grass or stubble, whether on one's land or that of another, and prescribing penalties. No. 142, Riverside County.
- Gasoline**, in public and private garages, etc., cleaning establishments, etc., regulating and providing for the storage and use of. No. 146, Dinuba.
- Intoxicating Liquor**, prohibiting the manufacture, sale, importation, exportation, transportation and unlawful possession of, within county, outside of incorporated cities or towns. No. 124, Lassen County.
- Intoxicating or Spirituous Liquor, Malt**, prohibiting the sale, furnishing, giving away or having in possession, except as provided by laws of the United States. No. 1071, Santa Barbara.
- Itinerant Vendors and Peddlers** of fruits, meat, game or edible food of any kind, and all itinerant junk vendors or collectors; requiring all such, when applying for a license from the city, to exhibit to the Bureau of Permits and Licenses for inspection a certificate of accuracy issued and signed by the sealer of weights and measures of Alameda County, and requiring such certificate before issuing a license; providing for better regulation of such vendors and collectors; and providing penalty for violation. Ord. No. 2031, N. S. Oakland.
- Licenses** of business, shows, exhibitions and games, providing for. No. 631, Redlands.
- Motor Bus or Buses**. Regulating the operation of, upon the streets as an extension to and of a street railroad in outlying sections of city not served by a street railroad and under the same management, responsibility and control as said street railroad; providing a license fee therefor and penalty for violation. No. 2029 N. S., Oakland.
- Motor Vehicles**, of all descriptions, regulating their use for the purpose of transporting passengers; providing permit or license and revocation of. No. 1252, Santa Cruz.
- Park Commissioners, Board of**, creating the office of; prescribing duties, number of commissioners, powers, manner of appointment, term of office, its officers, and empowering it to do certain things relative to control and management of public parks. No. 88, Reedley.
- Pipes, Conduits, or Tile**, regulating the laying of under surface of streets. No. 77, Beaumont.
- Travel and Traffic** upon the public streets. Regulating. No. 449, Huntington Park.
- Vehicles**, regulating the parking or control of where signs are placed on street or white lines marked on pavement; and authorizing regulation of traffic or closing of streets during dangerous traffic congestion. Berkeley.
- Water**, furnished by the city, establishing rates for metered service, and rates for irrigation. No. 131, San Jacinto.

EXPERIMENTS BEING CONDUCTED UPON OUR STATE HIGHWAYS

The State Highway Commission is carrying on with the approval of the United States Bureau of Roads extensive experiments in an effort to overcome the effects of adobe and alkaline soil upon the state highway pavements. The experiments on the road between Mojave and Lancaster in Kern and Los Angeles counties include the treatment of the sub-grade or earth foundation under the concrete slab by the oil penetration method with a view of insulating the concrete from the alkali in the soil.

On another section of the highway, the Commission engineers are placing a four-inch cushion of gravel over the adobe subgrade. Similar experiments are being conducted west of Lemoore in Kings County.

A modern theory of highway construction is that permanency of concrete road slabs depends largely upon the sub-grade—if the subgrade is adequate and there is no separation between it and the concrete slab, the massive concrete slab is not necessary. Experiments conducted by the United States Bureau of Roads, Washington, D. C., leads to the belief that much money may be wasted in constructing heavy concrete slabs.

If permanency of the earth foundation can be obtained, heavy traffic may be maintained upon comparatively thin concrete roads. The experiments are being

conducted upon Federal aid projects with the consent and co-operation of the United States Bureau of Roads.

Experimental Reconstruction

Experimental reconstruction is to be undertaken by the State Highway Commission engineers upon some portions of the county built oil macadam highways in San Joaquin county north of Tracy by the installation of concrete shoulders on each side of the present paved road. The shoulders will be thirty inches wide and approximately eight inches thick.

The roadway between the shoulders, after scarifying and re-rolling is to be resurfaced with asphaltic concrete to an approximate thickness of two and one-half inches. The State Commission will spend not more than \$20,000 upon this experiment.

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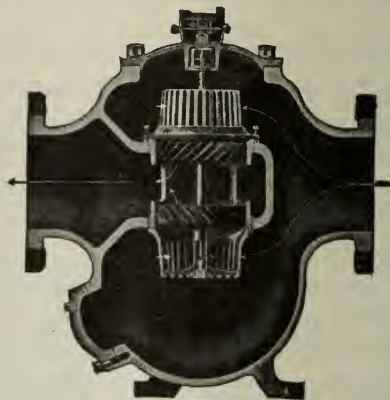
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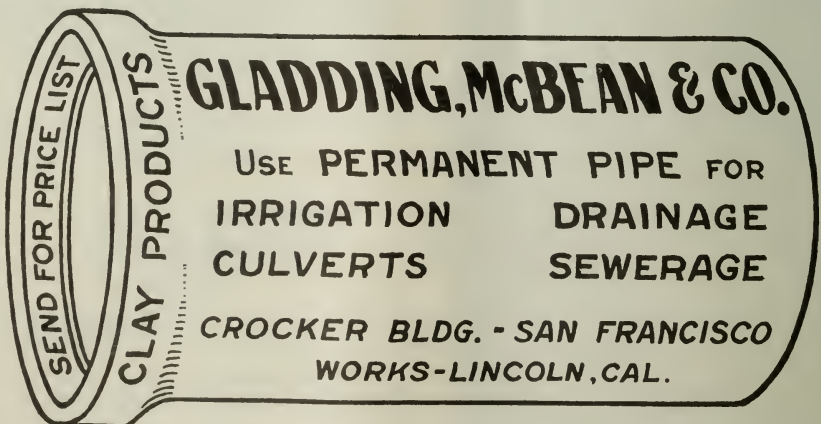
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THE APPROACHING CONVENTION AT SANTA MONICA

The city officials of Santa Monica have been formulating their plans for the League Convention to be held there September 27th to 30th and have divided their duties in connection with the convention as follows: Commissioner of Public Safety, S. L. Berkley, will take charge of the hotel accommodations and act as chairman of the Santa Monica officials; Commissioner of Public Works, Wm. H. Carter, will take charge of the Santa Monica end of the Municipal Exposition that will be held in connection with the convention, and the matter of registration and information will be taken care of by Commissioner of Finance, Frank J. Townsend. The Municipal Auditorium where the convention will be held is fast nearing com-

pletion, and the commissioners have arranged a decorated canvas covering to be erected over the open air plaza covering a space of approximately 85 by 150 feet in front of the bandstand so that the delegates and their families will be able to enjoy Tomassino's famous Italian Band which will give a concert every afternoon and evening during the convention. In next month's issue will be a list of the various hotels and their accommodations and the City of Santa Monica will send to each municipality a questionnaire regarding the number of delegates and guests so that there will be no confusion when the delegates begin to arrive as to their hotel accommodations.

Should Los Angeles Be Punished For Promoting Public Ownership

By H. A. MASON

A few weeks ago an organization operating under the title of "Bureau of Economics" distributed throughout the State a circular containing a statement of former Mayor M. P. Snyder, of Los Angeles, giving an account of the successful operation of the hydro-electric plant of that city and disclosing the plans for its extension to meet future demands.

It is generally known that this self-styled "Bureau of Economics" is supported by and operated at the dictation and in the interest of the allied private power companies of the State, and at first glance an expression of wonder might be indulged in as to the motive which prompted the advertising of an instance of successful municipal ownership.

Subsequent events, however, have disclosed the purpose. It was not intended to give publicity to the fact that Los Angeles is operating a municipal project in the interest of the public, but rather to illustrate what may be styled as "Los Angeles' Greed" in planning an extensive intrusion into the hydro-electric field so long held by the power companies as their exclusive property.

Moreover, it was thought that by giving publicity to the plans of the city, the jealousy of other communities might be aroused and retaliative measures be taken that would inflict a punishment on

Los Angeles for its presumption in developing a large system for generating electricity and furnishing it to the people at a price thirty or forty per cent cheaper than that furnished by private concerns.

This is what happened: Meetings were held at San Bernardino and Riverside to protest against the activity of Los Angeles in extending its hydro-electric system. It is reported that one of these meetings was styled a "Farmers' Meeting," but was most largely attended by bankers, real estate promoters and those whose business interests are tied up with those of the power companies.

Jealousy is a feeling very easily aroused and is an emotion quite common to those who "cannot think without sweating" to borrow an expression attributed to Judge Dooling.

But to those who will pause to think, instead of arousing pangs of envy and stimulating a feeling of revenge, the work being done by Los Angeles will furnish an example of foresightedness and of a laudable ambition to promote public interest. It is but the pointing of the way to be followed by other communities to the end that they may enjoy the same advantages which it possesses; that industry may be promoted throughout the State; that the energy that nature has stored in the waters of the State be

not monopolized, but that it may be conserved and utilized by all of the people at the lowest possible cost to them.

So after all, the circularizing of the State by the Bureau of Economics may produce an effect quite contrary to that which it anticipated. It will stimulate other cities and other communities to act, and act immediately, in duplicating the system now owned by the City of Los Angeles. It will serve to promote the organization now being formed among the cities of the State for the purpose of acquiring power sites and planning a comprehensive hydro-electric system that will be publicly owned and operated and will put cheap energy at the disposal of the people of the State and promote its industrial and agricultural development.

For the benefit of those who are thus disposed to view the activity of the city of Los Angeles the statement of Mayor Snyder as distributed by the Bureau of Economics is here republished in full.

Mayor Snyder's Statement

The hydro-electric development program of the city of Los Angeles, including the achievements of the past and proposals developed for the future during my incumbency, is a dream of power—a dream of harnessing not only the streams of the Sierra Nevada mountains, but also the Colorado, and taking from them power which it is planned will, when added to the energy along the municipal aqueduct, make Los Angeles the greatest industrial mart of the Pacific Coast.

Years ago we realized that Los Angeles, with the most ideal climate in America, a highly productive agricultural back country and unexcelled rail and water transportation facilities, lacked but one element—power—to make her the “Queen of the Pacific.” Without unlimited

power to turn the wheels of future industry, we realized that the city would continue to remain merely an overgrown country town, a winter home for wealthy tourists.

If it were to become a factor in the commerce of that two-thirds of the population which lives in the lands bordering the Pacific, it must have energy, not only for the present, but for future, industrial enterprises.

Distance made coal impossible. Of oil, Southern California produces plenty, but it is expensive and the lives of oil wells are uncertain. And, besides, it was realized that oil must in the end be conserved for use in cases where no substitute exists. But one source remained where the much-longed-for energy could be found—hydro-electric power.

Therefore, we turned towards hydro-electric development. That energy, to insure the city's growth, was the first thought from the very inception, is indicated by the fact that in naming the department of the municipal government which has charge of the electrical service, the word “power” was given precedence, and, at the insistence of E. F. Scattergood, who has been from the beginning, and still is, chief engineer, the Bureau of Power and Light was established.

To-day the total horsepower available for development from the municipal aqueduct and tributary streams, approximates 250,000 of which some 72,000 horsepower has so far been brought in from fractional installations at San Francisquito plants Nos. 1 and 2, the “river plant” and the plant at Franklin canyon.

The aqueduct still has 178,000 horsepower capable of development. The 72,000 horsepower already developed is now being distributed in the city of Los Angeles, partly on the municipally owned lines and partly on the system built

by the Southern California Edison Company, but which is soon to be taken over by the city.

The city, over its own lines, already distributes 45,000,000 kilowatt hours, and of that amount it is significant to note that 36,000,000 are sold to industries. These industries total about 300 in number and furnish employment to approximately 30,000 men. These industries were attracted to Los Angeles largely by the cheap hydro-electric power obtainable from the city; otherwise, many of them never would have come here.

Assuming that each of the 30,000 employees is the head of a family of three, it seems safe to point out thus far the hydro-electric program of the Bureau of Power and Light has made possible a 90,000 increase in the city's population, but this marks merely the beginning of the city's industrial development.

Power, and yet more power, must be provided to insure Los Angeles against future demands. The growth of the industrial load has been entirely out of proportion with the curve of population.

In 1915 the total kilowatt hour demand upon the city was 90,000,000. In 1920 it was 250,000,000. For 1925 it is estimated at 500,000,000. What it will be in 1930 is dependent entirely upon the amount of power which the city can develop.

It is with the possible demands of 1930 in mind that the city is reaching out to develop more resources. The first move is to bring in at least 90,000,000 kilowatt hours more from the streams which furnish the aqueduct waters—the Owens River. To do this, three plants for which preliminary work is now under way, will be built in the vicinity of the Owens River gorge and in connection

with them a transmission line 265 miles long will be necessary. Through this transmission line it will also be possible to deliver 30,000 horsepower more from plants now existing on tributaries of the Owens River.

The next step will be the full development of San Francisquito canyon plants Nos. 1 and 2, where fractional production now exists, and this production will make possible a grand total from Owens River sources of approximately 250,000 horsepower.

In addition, the city of Los Angeles has won its suit against the Southern Sierras Power Company, and will be able, therefore, to develop an additional block of 15,000 horsepower in the Owens River gorge. This, however, will not be enough to meet the demands for power certain to be made upon Los Angeles, and, realizing this, the Bureau of Power and Light is now turning to other streams. On the Colorado River, the city of Los Angeles has filed on some 500,000 horse power, and is in a peculiarly strategic position because at the time that the Federal Power Commission was created W. B. Matthews, the city's legal representative, was able to put into the power bill creating the commission a clause giving preferential rights in the development of water power to the municipality.

Nor is this all. Over twenty filings have been made on the Kings and Kern Rivers, one of the filings being so far north as to lie directly east of the Hetch Hetchy project, from which San Francisco will obtain its water. The power which will be obtained from these plants, when added to that supplied by the Owens River and the Colorado River, should take care of the city's demands for both domestic and industrial energy for years to come.

MILK INSPECTION AND DISTRIBUTION IN PORTLAND

Essay written by Mignon H. Eliot, of Reed College, in a competition for a prize offered by the National Municipal League.

There are at present contributing to the milk supply of the city of Portland approximately eight hundred producers, about fifty per cent of whom supply the twenty pasteurizing plants of the city, while the other fifty per cent deliver raw milk directly to the consumer and the retail store. At present about thirty per cent of those selling to private distributors are members of the Oregon Dairymen's Cooperative League, and of the producers who sell direct, forty-five per cent are League members. The League owns one large plant on Fifth and Couch Streets. The other creameries and pasteurizing plants are scattered thruout the city and its suburbs. Portland receives practically all of its milk supply from dairies within a thirty-mile radius.

Inspection of all milk sold within the city is required by ordinance. No one is granted a license to sell milk here until his dairy and its product has been inspected and proved satisfactory by the health officer. The inspection must include a tuberculin test of the cows for the detection of tuberculosis. No certificate may be granted until all diseased cows have been removed from the herd. Any license may be revoked by the Board of Health for failure to live up to the requirements. The minimum score allowed is sixty per cent. The ordinance provides for the employment of competent persons, not exceeding six, as dairy and milk inspectors, and for the appoint-

ment of any needed additional inspectors, by the Board of Health, to serve without pay. Dairies and herds and everything connected with them must be inspected at least twice yearly, and the milk at least twice a month. As a matter of fact, most of the milk is inspected from one to three times a week, samples being taken at random and at unexpected moments. The sale of any preserved, watered or dirty milk is prohibited, together with any milk exposed to pollution or infection of any kind. Pasteurized milk must not contain more than one hundred thousand bacteria per cubic centimeter, raw milk not more than two hundred thousand, and cream, not more than five hundred thousand. Skimmed milk cannot be sold unless it is so labeled. Dip or "loose" milk is prohibited. Milk must be delivered to the consumer in bottles or closed cans.

The Board of Health must keep a record of all certificates of inspection granted for the sale of milk within the city, which shall be open for inspection by the public. Each inspector must make a monthly written report to the Board of Health. The scoring system used is that of the United States Bureau of Animal Husbandry, in which, out of a possible one hundred points, the perfect score for bacteria count of milk is set at thirty-five; for flavor and odor, twenty-five, for visible dirt, ten, etc. Any person violating any provision of the ordinance is

liable to conviction in the Municipal Court, with a fine of not more than five hundred dollars, or imprisonment of not more than six months, or both. Few cases are actually taken to court, however, for the aim of the Bureau is to educate rather than to prosecute.

There are about ten dairymen whose ratings are so low they barely come inside the law. But, on the other hand, there is a much larger number with high scores. The Edelweiss Dairy, which handles raw milk, has a score of ninety-nine per cent, the highest ever attained in Portland, and, according to the milk inspector, probably the highest in the United States. The bacteria count of its milk never exceeds one thousand, and averages between two hundred and four hundred. Occasionally the milk is absolutely sterile. Among creameries handling pasteurized milk, Riverview and Fernwood stand at the top, followed by a goodly number of others with excellent scores.

Although good milk is worth its price, no matter how high, and must always fetch more than poor milk, unnecessary high prices are caused chiefly by inefficient distribution. In Portland, the radius of supply is so short that practically all of the milk can be brought directly from the farm to the plant in the creamery's autos or in the trucks of the Dairymen's League, duplication being avoided by cooperation. It is after the milk leaves the creamery that the inefficiency begins in Portland. More money is absorbed in getting the milk to the consumer after it reaches the city than is paid for it on the farm. Overlapping of delivery routes is the chief source of waste. An editorial in the *Oregonian* once said that on a single block in Portland, which might or might not be an extreme instance, no fewer than fifteen milkmen, from widely separated districts, made daily deliveries. There seems to be no cooperation whatever between the different plants of the city. High prices are sure to follow upon

such inefficiency. The present temporary low prices are no sign of permanent relief;—unless the Dairymen's League has the power to keep them so. There is hope for that.

Speaking of prices, in 1919, when the Dairymen's League set a tentative price for delivery to dealers at \$3.50 per 100 pounds, or, in other words, claiming 7.3 cents per quart of milk, or 47% of the amount paid by the consumer, some people thought that was too high a demand, but look at 1911. Dr. E. H. Schorer, of the Harvard Medical School, in his "Summary of the Milk Regulations in the United States," said at that time that the average producer received from one-third to one-half the price paid by the consumer. Forty-seven per cent is no more than that. On the other hand, Canada, in 1917, in a report of the Milk Committee appointed by the Food Controller to investigate milk supplies for urban municipalities, reported that the producers were receiving 60% of the retail price (six to eight cents out of ten to thirteen, retail), and yet, the Committee called the distributors' "spread" excessive. The "spread" is the difference between the producer's price and the consumer's price. What must Canada think of American prices where the distributor gets a full half or more? The Committee gave as a cause for the excessive "spread" an excessive number of distributors. There was the same ratio between the two. Naturally, the more distributors there were, the less was their individual trade and the greater their expenses, hence the more they had to charge to get profit. "In Ottawa, where one dairy handles about 75% of the milk," says the report, the 'spread' is only 3.25 cents per quart; while in Toronto, where there are about ninety distributors, it is 5.25 cents, and in Vancouver, with eighteen dairies, it amounts to 6.25 cents per quart." In some cases from fifteen to twenty dairies delivered milk on one street. The effects

of such a system are the same on Portland now, as they were on Canada then, namely:

- “(a) Excessive capital employed
- (b) Excessive dairy costs
- (c) Overlapping in delivery
- (d) Excessive loss in bottles
- (e) Diversion of great numbers of men and horses from productive employment
- (f) Excessive cost of milk to consumers
- (g) Reduced consumption of milk and consequent endangering of child life and health.”

In contrast to this, the city of Ottawa, with its one hundred thousand population, and 75% of its milk business in the hands of one distributing firm, operating on a “spread” of 3 cents per quart, illustrates the advantages to be obtained by the single unit delivery system, where all the distributing plants of the city are under one management.

Taking the middle ground for the time being, there is a strong argument in favor of the concentration of a milk supply under two or three large contractors, as against the many. “It is much easier,” says Mr. Rosenau in his book “The Milk Question”, “to control, educate and regulate a few large contractors than hundreds of small dealers.” In Boston a large percentage of the milk is supplied through three large contracting firms, which makes it comparatively easy for the health officer to enforce the ordinances, and which furthers cooperative distribution. Concentration of the supply does away with the necessity for municipal milk control, says Mr. Rosenau. Dr. Schorer in his “Summary” states that in most places where he asked the city officials, “whom do you find more reliable, the large dealer, or the small selling producer?” the answer was almost always in favor of the large dealer,

although sometimes one would answer that “they were all scoundrels.”

A few of the advantages to be found in the reduction of the number of middlemen are as follows:

1. It simplifies the problem of distribution.
2. It facilitates strict official surveillance.
3. The large contractors can better afford to buy the expensive equipment necessary for cleanliness and efficiency.
4. The supervision of pasteurization can be accomplished much more satisfactorily in large plants than in small.
5. It makes it easier to grade milk according to certain definite standards.
6. The large dairymen can better afford to hire high-class and competent assistants.
7. The large dairy can make profitable use of any excess milk, through the manufacture of by-products, and hence can readily meet the fluctuating demand, ensuring a “continuity of supply.” “The narrow margin of profit at which the milk business is carried on demands careful economy at every step.”

Dr. Mack, the city milk inspector admits that there are at present at least twice as many distributing plants in Portland as are needed for a proper handling of the milk supply, but he sees no remedy, since every man is privileged to set up a business whenever and wherever he likes.

Our large cities,—Washington, New York, Chicago, Boston, San Francisco,—all have more or less efficient systems of milk inspection, but none of them, except perhaps, Boston, have yet solved satisfactorily the problem of efficient handling

and distribution. A consideration of the experience of the city of Regina, Saskatchewan, in the regulation of its milk supply, might be an aid toward a solution of Portland's milk problem, it being a "concrete example of the benefits arising out of a proper organization and consolidation of business."

Owing to rapid increase in population, in 1913, there was a shortage of milk in Regina so serious that a group of leading citizens undertook with the help of the Government, to form a joint stock company and supervise the handling and distribution of milk in the city in order to increase the supply and improve the quality. They agreed that interest allowed to shareholders should not exceed 8% per annum; that that revenue might be taken at any time to cover an emergency cost for additional buildings or equipment, and that after allowing dividends on investment and "providing for depreciation and legitimate reserve, any balance remaining should be given to the producers in the form of a final payment." Through eliminating duplication of delivery and reducing overhead charges and labor costs, and through the increased volume of business coming under the one management, it was possible to operate at such a saving that, in spite of the lower cost to the consumer and the higher price allowed the producer, in 1916 \$4,000 was distributed among the producers, according to the agreement, on the basis of five cents a pound of butter fat for their year's supply. Furthermore, to encourage the production of clean milk from tuberculous-free herds, the management offered a yearly bonus to those shippers scoring 75% or over.

In searching for a solution to her milk problem, Portland might do well to consider this plan which has been worked out so successfully in the city of Regina. Perhaps a municipal plant operated on the same basis might be more desirable than a joint stock company,—for the

reason that the revenues it would bring to the city would tend to keep down taxes,—but then, there is the disadvantage of entanglement with politics! A well-managed central plant, or plants, however, seems to have proved itself an economical and satisfactory method of handling the milk supply of a large city.

Necessity for such a step might possibly be obviated by a proper growth of the Oregon Dairymen's League, which has already taken firm root in this state. There is much opposition to the League, resulting largely from prejudice and misinformation, but its real merits and demerits cannot be judged as yet. This league is a great step toward cooperative marketing. Whether it will be successful or not remains to be seen. Founded as a marketing organization, its chief aim is to benefit the producer. It is based more or less upon the California cooperative plan, and is composed entirely of active dairymen. The board of directors is elected by the membership in the twenty-three zones of the League, each zone electing one director, and the two remaining directors being nominated to represent the public, by the Dean of Oregon Agricultural College and by the Bureau of Markets. The general manager receives a salary of \$5000, which is the highest paid. The League is a non-profit organization,—merely self-supporting. Members are required to remain within the League for five years, for the reason that at the end of that time they will have become full shareholders in the preferred stock of the League, having by their few cents per hundred pounds paid off the original debt and become actual owners of the League's plants and factories.

Every full member agrees to sell all his wholesale milk and cream to the League, which guarantees its distribution. Running expenses (manufacturing, selling, shipping, advertising, overhead expenses, office, etc.,) plus a certain tax for the

sinking fund (each dairyman's investment) and interest on outstanding stock, are deducted by the League from all milk and cream handled. Those members who sell direct, pay a fixed rate per hundred pounds toward the running expenses, but have no share in the stock.

The "pooling" of all the milk, sweet cream and sour cream in each zone equalizes the prices among the League members. Thus, in one zone last winter, where there was only one condensery, the League was compelled to sell certain milk to this one condensery at a low price, while other milk was being sold to distributors for nearly twice as much. Instead of any one man bearing the loss of that sold to the condensery, the "pool" brought about an equalization of the prices. This brought about dissatisfaction among many League members who did not understand the larger purposes of the League. It was because of such misunderstandings that many of the League members continued, in some way, to break their contracts and get out. Now, in that zone, the League has established a cheese factory of its own, so that if a good price cannot be obtained at the condensery, the milk will not be sold at all, but be made into cheese.

One of the chief charges against the League has been that it often does not pay its members for their milk until six months or so late, and then only in part. The figures on the League's books in the main office in the Corbett Building, prove this statement to be untrue. The "pooling" system eliminates the possibility of making full monthly payments, because that cannot be done until all the products of that month have been sold, which may not be for half a year or more (cheese). But to offset this, "advance" payments are made every month, averaging about 90% of the total amount, and the other ten per cent is added later whenever the "pool" for that month is finally closed.

Independent distributing plants have

no means of disposing of any surplus milk that comes to them during the flush season. They have neither the time nor the equipment, so they skim it and throw it into the river. People can wonder why they don't "give it to the poor," but it takes time and money to do that. During the flush season, skim milk is free for the asking at any of the creameries. Were the distributing plants all under one management, a central cheese factory could care for all this surplus. That is one aim of the League,—the economical utilization of every bit of surplus. And it is fast acquiring the necessary plants and factories to handle it, having already established twenty-three in the state. At present the League membership is about 3000.

A cooperative enterprise of this kind, unless it is backed by some hidden interest, such as the Morgan interests, which control some of our most innocent looking public utilities, may become, as it grows in strength, the solution of Portland's problem. If it aims, in the end, to distribute all of its milk from its own plants and make its own by-products, as soon as its members have become owners and it has reached a self-supporting basis, it may well regulate distribution thruout the city and may gradually do away with the need for a consumer's joint stock company, such as the one in Regina.

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STATE HIGHWAY WORK RELIEVES UNEMPLOYMENT \$6,000,000 IN CONTRACTS LET IN FIRST HALF OF 1921.

How important a part State highway work has taken in solving the problem of unemployment in California is shown by contracts let for State highways since the beginning of the year. In all thirty-five new contracts for approximately six million dollars worth of work have been let by the California Highway Commission during the first six months of 1921.

This work was distributed all over California and in addition to the work under way constitutes a large factor in

relieving unemployment conditions in California. Bids on other sections are being asked and a large highway program is well under way.

The extent to which this work is distributed is shown by the 1921 contracts that have thus far been let. These contracts are for work in the following counties: Fresno, Tehama, Shasta, Santa Barbara, Kern, Humboldt, Butte, San Luis Obispo, Mendocino, Placer, Nevada, Sacramento, Amador, Solano, San Mateo, Tulare, Los Angeles, San Diego, Mono, Mariposa and Glenn.

THE IMPORTANCE OF DEVELOPING OUR HYDRO-ELECTRIC RESOURCES

By FRANK R. DEVLIN

Former President California State Railroad Commission.

In my opinion, the one thing upon which the material prosperity of California depends more than any other, is the economical, timely and intelligent development of the hydro-electric resources of the State.

California more than any other State in the Union, and perhaps, indeed, more than any other section of the world, has been blessed in natural resources. First the lure of the mines arrested the attention of the world and beckoned the hardy pioneers of the new Eldorado of the West. Then came the transition from mining to agriculture, followed by the marvelous development of the deciduous and citrus fruit industry, and now the State's magnificent harbors and the rivers tapping its wonderful, fertile valleys presage a wonderful shipping future, and it takes no great vision to foresee its opportunities, facing as it does the certain and comparatively early development of the Orient.

It has always been recognized that the only serious handicap to California as a manufacturing state is the lack of cheap fuel. Nature in disposing of her wonderful bounties was most generous to our State, but California never possessed coal either in character or amount that would be of any appreciable value in manufacturing industries.

With the discovery and development of the California oil fields some years

ago, it was hoped that this important link, so necessary to the strength of California's chain of development, was supplied. But the uncertainty of oil production, and the ready absorption of the California supply abroad as well as at home, reduced very measurably the hope that California was ready to take her position in the front rank in the manufacturing world as she had in practically every other line of commercial development. To-day experts are endeavoring to estimate how long the California oil supply will last, and feverish effort is being made to discover other oil deposits throughout the State. And at the same time engineers and economists are endeavoring to determine how long the supply in the coal fields will satisfy the demands of the nation; survey is being made of the vast coal fields of Pennsylvania, West Virginia, and other coal producing sections.

California has, however, in another form and in an amount that is little short of stupendous, potential fuel and power that will, in my opinion, if intelligently developed, make California the leader as a manufacturing State as it was in mining and as it is in fruit raising.

The tremendous waste of power in this State which has been flowing down the mountain gorges and to the valley streams and thence to the sea in the form of unharnessed and unchecked hydro-

electric power is something almost appalling. Science has demonstrated that these millions upon millions of horsepower can be brought from the mountain gorges to the valleys to aid irrigation; to the seaboard to aid manufacture; to the railroads to facilitate transportation; and to the homes to make even more comfortable the residents of California.

With the readjustment period through which we have been passing, will come, in my opinion, an abnormal period of development. Industry and manufacturing will be promoted on a larger scale than ever before. But the one thing that the promoters of large manufacturing industries will first demand before locating a plant will be sufficient and PERMANENT fuel or power. Plants investing millions and tens of millions, will look further than a fuel supply for five years, or ten years, or twenty years; but they make inquiry as to what the fuel or power supply will be fifty years hence.

Unquestionably the most permanent, if not indeed the only permanent supply of power that Nature guarantees will be that of hydro-electric.

The Pacific Coast possesses approximately two-thirds of the potential hydro-electric power of the United States. Is there any question as to the future of California as a manufacturing state with this power available and waiting only the development and conversion from waste water into electric energy? The answer should be, No; but the answer should be

qualified, and I again repeat what I said at the outset, namely, that THE ONE THING UPON WHICH THE MATERIAL PROSPERITY OF CALIFORNIA DEPENDS MORE THAN ANY OTHER IS THE ECONOMICAL, TIMELY AND INTELLIGENT DEVELOPMENT OF HER HYDRO-ELECTRIC ENERGY.

Timeliness means now. That is, it means an immediate recognition of our potential hydro-electric power possibilities and an anticipation of the demands which, if we are to enjoy the benefits of those resources, soon will be upon us.

Economical development means comprehensive, business-like, scientific development with due regard to proper co-ordination of the various hydro-electric developments throughout the State.

Intelligent development means a recognition by the public that the development of the hydro-electric resources brings an added value, and added income and added prosperity to every resident of California whether immediately engaged in the electric development work; whether cultivating the fields or orchards; whether engaged in merchandising in the larger cities or towns of our State; or whether indeed employed as an artisan in any of the various industries of the State.

Intelligent development can be had only through a recognition by our people of the fact that fair and honest treatment must be accorded those who undertake such work.



HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary California State Board of Health.

Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles.

Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.

Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

CALIFORNIANS PROMINENT IN PROMOTING THE PUBLIC HEALTH.

Hassler has served the department since 1900 and has been health officer since 1915.



WM. C. HASSLER, M. D.

Health Officer, City and County of San Francisco

The health officer of the City and County of San Francisco has heavier responsibilities and a wider variety of duties imposed upon him than any other health officer in the state. The ordinary functions of the health department, such as the control of the communicable diseases, market, plumbing, food, milk and school inspections, etc., are ably administered by Dr. Hassler, and in addition the San Francisco hospital and the emergency hospital system, as well, are under his control. The annual budget of the San Francisco Health Department runs into the millions and to successfully carry on the executive functions of health officer in San Francisco requires more than ordinary ability. Dr.

Municipal Motor Camps

There are very few cities in California that do not maintain municipal automobile camps for the use of tourists. The few cities that do not maintain such camps are rapidly falling into line. Inspections of the places already established show that most of them are kept in excellent sanitary condition. In Marysville, for example, a cottage containing reading room, toilets and showers is maintained in the free automobile camp. Very artistic shelter booths have been built and provided with dining tables, gas plate, etc. Nevada City has a swimming pool for the use of automobile tourists. Willows has shelter booths screened in with wire screening. Redding and Corning, during the recent inspection, showed up well in providing for automobile tourists. Dozens of other cities throughout the state maintain equipment that is equal, if not better, to the equipment of the cities named. During the summer the sanitary inspectors of the State Board of Health will visit all of these places. For the benefit of city officials in cities where the installation of camping grounds is contemplated, the State Board of Health regulations covering camp ground sanitation, adopted December 4th, 1920, are printed herewith:

"The following regulations shall apply to any city, county, city and county, village, community, institution, person, firm or corporation, operating, maintain-

ing or offering for public use within the State of California any tract of land on which persons may camp or picnic either free of charge or by payment of a fee.

SECTION 1. A water supply of sanitary quality shall be provided in ample quantity to meet all requirements of the maximum number of persons using such a tract at any time. Said water supply shall be easily obtainable from its source or from faucets on a pipe distributing system within a distance of not more than 300 feet of any camp or picnic spot within such tract.

SECTION 2. Any water considered unsafe for human consumption in the vicinity of such tract of land, to which campers or picnickers on said tract may have access, shall be either eliminated or purified, or shall be kept posted with placards definitely warning persons against its use.

SECTION 3. Fly-tight privies or water flushed toilets shall be provided and shall be maintained in a clean and sanitary condition. Separate toilets for men and women shall be provided, one for each 50 men, and one for each 50 women, or fraction thereof, of the maximum number of persons occupying such tract at any time. No camp or picnic spot within such tract shall be at a greater distance than 400 feet from both a men's and a women's toilet. The location of all toilets shall be plainly indicated by signs.

SECTION 4. Supervision and equipment sufficient to prevent littering of the ground with rubbish, garbage or other refuse shall be provided and maintained. Fly-tight depositories for such materials shall be provided and conspicuously located. Each and every camp or picnic spot on said tract shall be within a distance of not over 200 feet of such a depository. These depositories shall not be permitted to become foul-smelling or unsightly or breeding places for flies.

SECTION 5. The method of final sewage or refuse disposal utilized in

connection with the operation of any camp or picnic ground shall be such as to create no nuisance.

SECTION 6. At least one caretaker shall be employed by the management to visit said tract every day that campers or picnickers occupy said tract. Such caretaker shall do whatever may be necessary to keep said tract and its equipment in a clean and sanitary condition.

SECTION 7. The management of every public camp or picnic ground shall assume responsibility for maintaining in good repair all sanitary appliances on said ground, and shall promptly bring such action as is necessary to prosecute or eject from such ground any person that wilfully or maliciously damages such appliances or any person that in any other way fails to comply with these regulations.

SECTION 8. Each and every owner and lessee of any public camp or picnic ground shall be held responsible for full and literal compliance with these regulations.

SECTION 9. Failure on the part of the owner or management of any camping ground to comply with the foregoing regulations shall be deemed sufficient cause for declaring the premises a public nuisance under the provisions of Section 370 of the Penal Code of California.

SECTION 10. These regulations shall be printed and kept posted in conspicuous places on every public camp or picnic ground by the management of such ground."

Organized Outings

Organized outings for workers, health camps for undernourished children and similar enterprises are to be commended most highly, provided that sufficient and proper safeguards against communicable diseases are promptly established. Individuals and organizations engaged in fostering such summer camps place themselves in positions of great responsibility.

Not only must food and water supplies be protected and thorough camp sanitation provided, but strict supervision over employes and campers must also be maintained. A number of cases of bacillary dysentery have appeared recently in one of these camps in the mountains, the exact source of which is undetermined at the present time. Food handlers for undertakings such as these should be selected carefully and be kept under close supervision. A typhoid carrier or a carrier of dysentery employed in a camp kitchen might undo the great benefit that a summer outing gives to many tired workers and undernourished children.

The Santa Monica Meeting

The program for the annual conference of state, county and municipal health officials to be held in conjunction with the annual conference of the League of California Municipalities is about completed and will be issued at an early date. It is hoped that every health officer in California may be able to attend the conference this year. These annual meetings of health officers are very helpful to all officials and no city or county can afford not to have its health officer present to take part in the active discussion of the many pressing public health problems.

California Cities Have Lowest Infant Mortality Rates

In the statistical report of the American Child Hygiene Association covering infant mortalities for 1920 in 519 cities of the United States, California cities are credited with having the lowest infant mortality rates of any cities in the United States. The 519 municipalities considered are divided into five groups, according to population.

San Francisco is third lowest with a rate of 62, and Kansas City is highest with a rate of 129, in the group of cities having populations over 250,000.

Oakland is third lowest with a rate of 72 in the second group of cities having population between 100,000 and 250,000; Nashville, Tennessee, with a rate of 203 is the highest in this group.

Berkeley with a rate of 45 is second and San Diego with a rate of 52 is third lowest in the next group of cities having populations between 50,000 and 100,000. In the same group Savannah, Georgia, is highest with a rate of 166.

Pasadena is the lowest, with a rate of 33, in the group of cities having populations between 25,000 and 50,000. East Chicago, Indiana, with a rate of 172, is the highest in this group.

Richmond is second lowest in the group of cities having populations between 10,000 and 25,000. Dunmore, Pennsylvania, is highest in this group, with a rate of 225.

These records prove clearly that babies in California have a better chance for life than in most other states. Those statistics include figures from 23 California cities. It is interesting to note that Pasadena has the very lowest rate of any California cities. This means that only 33 babies in every thousand born alive, in Pasadena, die before they are a year old; while in Pomona, which has the highest rate for any California city, 103 babies in every thousand die.

Dr. Ethel M. Watters, Director of the Bureau of Child Hygiene, attributes those remarkable records to the following factors: adequate care of the prospective mother; teaching the value of fresh milk so that mothers will be anxious to feed their children and will make every effort not to wean babies too soon; provision of clean cow's milk for babies who are so unfortunate as to be denied mother's milk; teaching mothers when and how to begin to feed the babies food other than milk; climate, which in other states plays so large a factor in the deaths of babies, is almost negligible in California except in a few parts of the State.

While we are congratulating ourselves that California babies are safer here than in most other States we should pause to remember that New Zealand, with a climate similar to our own, has an infant mortality rate of about 48, while our average rate in California is 75. Organized work, comprising adequate care and education of prospective mothers, increased hospital facilities, supervision of midwives, clean milk and improved

hygiene, both personal and public—all of this work is in the hands of trained individuals in New Zealand.

California has a large corps of interested public health workers and during the past year 450 public health nurses have been registered. They are carrying on excellent work and there is no reason why California should not excel the remarkable record that New Zealand has made.

THE PORTLAND PUBLIC MARKET SYSTEM

By MARIE WADE

The Portland Public Market was established on Yamhill Street in April, 1914. Like all new projects it has had its enemies as well as its friends. All have agreed that financially it has been a success, but for the last seven years the press, the Portland civic organizations, and private citizens have pointed out from time to time its abuses and have attempted in most instances to find a solution. Some of these faults have been remedied, it is true. However, the people of Portland are, on the whole, not satisfied with the market as it now exists, and "a better public market" has become the slogan, a vital civic issue of the day.

Before attempting to find a remedy for these conditions, it is necessary to know just what is meant by a successful public market. It may be defined, first of all, as a device intended to aid in the economical distribution of commodities. This definition differs from the definition of a professional retail store by the insertion of the important word "economical". If the only function of the public market was to provide one more channel of distribution in addition to those which now exist, it would deserve consider-

ation. Low prices are the result, in most instances, of competition, and competition is the result of an increased number of distributing centers for commodities. However, the ideal municipal market does not depend upon competition alone to keep up its standard of economy, but its prices are subject to official regulation. Economy, then, is the first function of a successful public market.

In the second place, a market cannot be considered a success unless it assumes a high standard. Honesty is the first in importance. Trickery in the matters of weights and measures, inferior quality of commodities, and subletting of stalls, are all abuses which should not be tolerated.

That a successful public market is clean and sanitary, is a fact that need scarcely be dwelt upon. Indeed, this should be one of the major considerations in the establishment of a market.

Finally, many cities judge the success or failure of their markets on the basis of the financial return. They forget that the primary object of a municipal market is to make money for the producer and the consumer and to provide lower distribution costs for commodities.

Success should be gauged by the benefit to the community, not by the yearly receipts. A city whose returns are excessive, is either charging very high stall rents or they are not maintaining the amount of improvements and repairs and the best system of sanitation that their receipts justify. So much, then, for the underlying principles of a successful market. The next important considerations are the various types of public markets popular today.

The community market is not an institution of recent years or even of modern times, but a development of many centuries beginning as early as 40 B. C. with the still existing Gate of Agora at Athens, and with a circular structure at Pompeii, both of which are identified as those of ancient cattle and oil markets. This illustrates the practice which still prevails in all large cities of providing certain places in the market for particular commodities.

Covered buildings with permanent stalls were not common until late in the 18th century. However, an exception can be found in the grain markets of Florence which were quartered in the 13th century in a large arcaded building. For centuries the famous bazaars of the Orient were in existence. These were found particularly in Constantinople where certain streets were covered with vaulted roofs and given over to particular trades.

European cities have generally led the world in municipal advance. This is especially true in the case of public markets. The Halles Centrales in Paris is an example of a typical European market system with a highly developed wholesale market and a number of retail branches. It consists of ten pavilions and open structures, partly covered by a roof. The market extends over 22 acres and was erected at a cost of \$22,000,000.00. Every year many tons of products are received at this vast market

by rail, by drays, by boats in the Seine River and by wagons from the country. In addition to this immense terminal wholesale market, there are 33 small, well-regulated retail markets.

In America there are several kinds of public markets. The first type is the covered market with extensive buildings like those of Rochester and Cleveland. In 1901 Rochester purchased nine and a half acres of land for \$42,000.00. In 1905 bonds were issued to the amount of \$200,000.00 and a modern combination wholesale and retail market was built. There are three steel sheds built over the stalls, an administration building, a residence for the market master, a restaurant, loading tracks, and a shipping platform and shed. The lot is fan-shaped with four streets opening on it. The buildings are in the center surrounded by a park.

According to the Government Report of 1915, Cleveland, Ohio, has invested over \$1,000,000.00 in her three municipal markets. One of these markets, known as the New West Side Market, is considered one of the finest municipal market buildings in the United States. It is fireproof and sanitary with a cold storage plant. One of its unique features are the scales owned by the city and furnished to each stall to insure honest weight.

The next, and the most popular type is the open-shed market situated either on the curb or within the property line. Out of 67 cities reporting on a questionnaire sent out by the National Municipal League in 1917, 56 report that the open-shed markets are being used in their cities.

There are three logical steps in the development of a market system in any city. The first form is the curbstone market with the producers selling from push-carts or wagons or possibly from a rude stall covered with a piece of canvas; second, the open shed constructed

either of wood or steel with running water and some provisions for proper sanitation and drainage; and third, the modern enclosed market house.

Strange to say many large cities including Philadelphia still remain in the second phase of market development, or the open-shed type. The reason, as previously stated, is obvious. Expensive market buildings should be avoided as far as possible without any undue sacrifice to sanitation and efficiency. A city which spends a great deal of money on a modern structure for a municipal market, and which, as is often the case, issues bonds to cover the expense, feels that sufficiently high stall rent must be exacted in order to receive a fair return on the investment. This should be avoided, for such a policy defeats the purpose for which the market was originally established, namely, that of making the stall rent low enough to permit the farmers to sell their produce at a minimum price.

After considering the different types of public markets, the next problem which presents itself is the question of location. This subject is of importance, for at the present time a better location for the Yamhill Market is a vital issue in Portland. Two locations have been suggested. One is the open space between Third and Fourth Streets known as Chapman and Lownsdale Squares of the Plaza Blocks. They consist of two city blocks with an area of 1.8 acres.

The most recent suggestion, and the one which has attracted the most attention is that of erecting an immense community market building between Front Street and the water front, and to extend from the Morrison Street Bridge to the Hawthorne Avenue Bridge. The contemplated plan provides for a sea wall to extend from the market buildings to the water's edge. This sea wall would be so constructed as to form a dock for river craft as well as for larger vessels. While it cannot be denied that Portland

is greatly in need of better and more sightly docks, the wisdom of building a public market on the water front is to be questioned.

Those who seek to establish better public markets are at once confronted by some very difficult problems of which the question of location is perhaps the most important. Frequently changes in the centers of population have often made a once popular market a heavy liability to a city. There are instances of American cities which have invested large sums of money in a retail market building only to discover that it is doomed to failure because of having selected an out-of-the-way place.

One notable example of such a misfortune is that of an immense market which New York City erected at the foot of East Seventeenth Street at a cost of \$800,000.00. At the end of a few years only a sufficient number of stalls were rented to bring in a revenue of \$800.00 a year. Had this market been as well located as the well-developed market at Houston, Texas, which, according to the Census Report of 1915 netted \$23,545.00, the revenue from the New York market should have amounted to about \$56,000.00 a year, a sufficient amount to properly care for the market and to make necessary repairs and alterations.

Portland's cost for maintaining the public market has been very low compared to many other cities having approximately the same population. The 3916 cost figures for the nine cities in this class are as follows:—

Minneapolis.....	\$ 2,801
Seattle.....	4,369
Kansas City.....	10,766
PORTLAND.....	2,598
Indianapolis.....	15,801
Denver.....	4,151
Rochester.....	6,635
Providence.....	2,146
St. Paul.....	3,828

Columbus, Ohio, a city of approximately the same population as Portland, has four public market houses. The average cost of maintaining one of these buildings for a year is \$4,850. According to the above tabulation, the cost of maintaining the open-shed type of market in Portland was \$2,598 for 1916. In other words, Portland could, if she so desired, build an efficient but not expensive market building on some central spot within the property line (one of the Plaza Blocks could be suggested as a possible site) with an approximate addition of only \$2,000 to the annual maintenance cost of the present public market.

The City Council of Columbus, Ohio has tried to obtain in the construction of their public markets, a convenient and sanitary equipment at a minimum of cost. They believe that beautiful and expensive construction of a market should be subservient to utility and economy. Furthermore, as the purpose of a public market is to increase efficiency and decrease the cost of food distribution, the needless expenditure of money is not in harmony with its real object. These principles on which Columbus, Ohio, has based the success of their market system are particularly worthy of notice, especially by those who contemplate any radical change in the present market policy of Portland.

That the present location of the Portland public market is becoming inadequate cannot be denied. However, in an attempt to remedy this condition extreme care should be taken that a central location is selected and that the cost of construction be kept at a low figure.

In regard to the first precaution, the psychology of crowds must be taken into consideration. In the United States there are numerous examples of public markets which to all indications at the time of their construction, were built in

a central location, but which proved to be a total failure because people would not attend them. If, however, a market building of the finest type is desired in Portland, the only means by which to be certain of its success would be to establish a curbstome market in that locality in order to determine the success of the location.

As for the second precaution, namely, that of keeping construction costs at a minimum, little can be said which has already not been mentioned. However, the reason is simply that of keeping rents down so that dealers can do business on a smaller margin. To summarize, the two main essentials in the establishment of a successful public market are a good location and economy.

In Portland, as in other cities, the public attention has for some time been centered on wholesale terminal markets, and the interest in open public markets for retail distribution has been diminishing to some extent. However, if people as a whole realized that about $33\frac{1}{3}$ percent of the cost of food is due to the expense of retail distribution, whereas only 10 per cent is due to wholesale charges, their interest in the public retail market would be greatly increased. The fact that terminal markets are of great value, cannot be denied, but the tendency to disregard retail public market development is to be regretted.

There is another reason why more attention should be paid to the retail municipal market. Good results can be obtained through retail markets immediately and with slight expense, whereas the development of a wholesale terminal market takes years, besides millions of dollars for building. Witness the Los Angeles terminal market constructed at a cost of \$10,000,000.00.

Those advocates of the wholesale terminal market oppose the open retail market on the grounds that only a small

percentage of the food consumed in a large city like New York can be raised within trucking distance. However, they forget that such open retail markets do not depend on the farmers within a trucking radius entirely for their supplies. In Manhattan, for example, the open retail market was very useful in the distribution of surplus products coming from a distance. In fact, one of the great benefits of the open public market system is the ease with which an overstocked market can be relieved, as well as the advantage of saving money for the public by the distribution of a surplus.

The second point in their opposition is that the farmers in the neighborhood cannot produce enough. They should remember, however, that if the farmers had a good market near by where they could send their produce without any of the usual losses due to commission men, jobbers, and retailers, there would be a much greater incentive for extensive gardening because it would pay; whereas at present, the farmer who has no public retail market to which he can send his produce often allows his crops to rot on the ground because of the small net returns he receives after he has disposed of them by the usual middleman method.

During the seven years of its existence, the Portland Public Market has succeeded in accomplishing to a great extent that which is expected of a public market. According to many Portland housewives the added competition of the public market has resulted in better quality of fruits and vegetables in retail stores and a correspondingly lower price for these commodities. The retail merchants of Portland who are not grocers recognize the value of a public retail market because the prosperity of the farmer means the prosperity of the merchant. In fact, a flourishing market, like any other well-regulated, successful business enterprise, is an asset to the general commercial

interests of a city. The Portland market has also succeeded in breaking up the price fixing agreement which existed among the farmers some time ago.

In spite of these commendable results, there is one requirement in the successful supervision of a public market that has been somewhat neglected in Portland. This is the question of sanitation. The sanitary conditions are abominable, to say the least. One can not help but think that a little cooperation on the part of the Portland Street Cleaning Department in keeping the spaces under and around the stalls clean would be appreciated by the tax-payers, if by no one else.

The great need now in Portland is a sanitary and well-equipped market at some point within the property line. The location should be central and the construction cost should be kept at as low a figure as is practical. For, as previously stated, the ultimate success of a public market does not depend on an elaborate building.

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Does State Or Municipal Ownership and Operation Pay?

By FREDERICK I. WINSLOW

(Division and Consulting Engineer, Framingham, Mass.)

An Answer in the Affirmative As Shown in the Experience of the Metropolitan District Commission of Massachusetts in the Operation for Ten Years of Two Hydro-electric Plants.

When the Wachusett dam at Clinton, Mass., was designed in 1895, there was planned a hydro-electric plant to be operated with the water sent to Boston, supplying that city and seventeen other municipalities. As this water is all sent through the older Sudbury system, there was also planned some years later to be installed at the Sudbury dam, a second power plant so that all the water would be twice used for power. The second plant was built 19 years after the gate-house in which it was installed, and some very careful work had to be done to fit the machinery to the existing conditions.

The total amount of water now used daily naturally varies from week to week, but is about 127,000,000 gallons per day. The fall utilized at Clinton is about 96 feet, and at Sudbury dam, two falls of about 36 and 65 feet are utilized.

As is well known in water works practice, the loss of head between the source of supply and the point of final consumption is almost unavoidable, and is a cause of considerable anxiety to

engineers. In this case the loss between the Wachusett reservoir at high water and Chestnut Hill, where the water reaches the pumps, is 260 feet. The Roman engineers overcame this difficulty by building their aqueducts at a straight grade, involving high structures across valleys and involving enormous expense, which would be prohibitory in these days. Of course the Romans also lacked the knowledge necessary to cast large pipes to cross valleys under a head, so that they had no alternative.

At the Wachusett dam the larger plant of the two was built and put in operation in 1911. It consists of four 1,200 h. p. hydraulic turbine units, of the spiral case, horizontal shaft type, each directly coupled to a 1,000 kilowatt, 60 cycle, three phase, 13,800 volt, alternating current generator, to be used in exciting the main generator. The cost of this plant, including four Venturi meters, was \$123,100.48.

The receipts and earnings from this plant have been as follows:

Year	Receipts	Main- tenance	Profit	Days Run
1912	\$30465.66	\$ 8995.66	\$21470.00	261
1913	33096.27	8989.75	24106.52	276
1914	38004.69	8969.46	29035.23	286
1915	26252.29	8125.47	18126.82	241
1916	34231.63	14633.72	19597.91	297
1917	37269.46	16948.98	20320.48	299
1918	44145.25	20522.49	23623.76	298
1919	40491.12	24162.36	16328.76	279
1920	51390.23	27778.14	23612.09	289

The plant at the Sudbury dam was finished and operation begun in September, 1916. Considerable difficulty was experienced in designing the units to fit the contracted space available in the old gatehouse, and trouble was anticipated from the necessity of discharging water from the wheels through long pipes at a high velocity, and the manufacturers refused on this account to furnish any guarantee of efficiency of wheels in place, and all invitations for bids on this basis were withdrawn and were later received under revised plans and specifications.

This plant consists of one 30-inch 1,000 h. p., and two 24-inch, 300 h. p. vertical shaft, hydraulic turbines, directly connected to one 900-kilo-volt-ampere and two 275-kilo-volt-ampere alternating current generators.

Two 125-volt direct current generators are installed, each of sufficient capacity to furnish excitation for the three main generators under maximum load, one directly connected with an electric motor, the other directly connected to top of shaft of the 900-K-V-A generator.

The 30-inch turbine is operated by water discharged from Sudbury reservoir

into Framingham reservoir No. 3 and the two 24-inch by water discharged into Weston aqueduct. The units operate at a speed of 360 R.P.M. and deliver three phase, 60 cycle, A. C. at pressure of 13,200 volts, to be stepped up by two 750 K-V-A transformers to 13,200 volts for transmission. The cost of this plant was \$100,881.52, and it is usually run 15½ hours four or five days a week, and 24 hours the other days, not being run on Sundays or holidays, except in some extraordinary emergency.

The energy is sold at a price fixed with the understanding that the service is not continuous, and may be interrupted as required to conserve the water supply, or to maintain the water service into the Metropolitan District. The price at present obtained from the Edison Electric & Illuminating Company under a ten-year contract is \$6.25 per 1,000 K. W.

The annual receipts and earnings from this plant have been as follows:

Year	Receipts	Main- tenance	Profit	Days Run
1916	\$ 6663.21	\$ 3602.53	\$ 3060.68	90
From Sept. 14				
1917	18581.26	.....	.....	...
1917	30962.47	18581.26	12111.21	304
1918	36125.39	19713.55	16411.84	315
1919	32736.59	17272.33	15464.26	303
1920	39892.71	19741.66	20151.03	305

The average earnings from both plants now is over \$36,000 net. All figures include a proper allowance for depreciation and overhead expense. It should be, moreover, borne in mind that in both plants no men are kept excepting those absolutely needed.

—PUBLIC WORKS.



STATE PROTECTS ROADS AGAINST OVERLOADING

Motor Truck Regulation Has Important Place In Legislation

Motor truck legislation designed to protect highways against overloading constituted the dominant feature in a number of State Legislatures, the sessions of which have recently been concluded.

In Ohio one of the most bitter legislative fights of the session was held over the Burke Act. This measure was opposed by commercial trucking interests and while the Governor ventured the suggestion that its terms were too severe, nevertheless he signed the bill when literally thousands of messages were sent to him asking for its approval. Motorists in Ohio who favored this bill insisted that trucks were largely unregulated and the small tax they paid did not recompense for the damage done.

Under the Burke Act, violators where possible are fined under local order where they can be taken immediately to court. Otherwise, overloaded trucks are ordered off the highways. So popular is this measure that it is said there will be literally thousands of volunteers to see that the statute is obeyed.

In Wisconsin the outstanding feature of a bill to regulate truck traffic is found in a proposed classification of roads under three heads.

Class A are high type roads and the load limit is placed at twelve tons. California's load limit is fifteen tons.

For Class B the load limit is seven tons and for Class C, three and one-half tons.

Classification of roads is determined by the Wisconsin Highway Commission for the State Highway system and by local authorities for local roads.

In Maryland, if a truck load exceeds the weight allowed under the statute, which is ten ton gross weight of vehicle and load, the driver is forced to unload the excess weight at once and leave such excess weight by the roadside or wherever he may be when the traffic officers discover the overweight.

Through the use of loadometers, the necessity of taking a truck to a stationary scale is avoided.

INDUSTRIAL DEVELOPMENT AND THE CITY PLAN

By GUY WILFRID HAYLER, City Planning Expert

I would first like to mention in a few words, Mr. Chairman, the initial stages that the city planning movement in America has gone through, because I feel that in trying to make any intelligent remarks on industrial development respecting a plan, we must really see how the movement originated.

In the first place, in this country the city planning movement was really the city beautiful movement, and in a very large sense it originated in 1893, in the World's Columbian Exposition in Chicago. At that time, large numbers of our people who saw the Fair and noted the influence that it had upon the Middle West, made a movement which expressed itself in the idea that cities might encourage this artistic feeling and bring more of beauty and artistic thought into the design of the purely useful and utilitarian things of life. That movement was terminated into other branch movements, and probably the second movement, which sprang from the city planning beginning, was the movement for the better laying out of residential districts. This movement in the East resulted in the establishment of the beautiful residential estate of Forest Hill Gardens, on Long Island, and to some extent to the origination of the St. Francis Wood in San Francisco, and the district in Kansas City and on the outskirts of Cleveland and Chicago.

This movement has of course brought on other movements, and there have been demands for city betterment in other directions, demands for more open spaces, for better organized recreation and for improved transportation, more efficient business centers, more industrial development brought up to the highest type possible.

All this has made city planning a comprehensive movement. It has taken it away from the individual planning of separate factors of city life. And these various subjects have now been amalgamated into one wide, comprehensive city plan, which has been adopted by so many cities throughout the country, and which, in my opinion, expresses more for city betterment than possibly any other movement at the present time.

It has been realized that these subjects cannot be treated singly, and that they simply must be treated as branches of the one wide subject of city betterment and planning, on lines which will harmoniously weave in the various branches of civic life.

This understanding is absolutely necessary, in order to comprehend how industry comes into the matter of a city plan. We all know, and as the previous speakers have pointed out this afternoon, there is a tremendous drift of population to the city. The United States is becoming urbanized to a degree probably greater than any other

nation in the world, relative to what it had previously been. In 1890, 36 per cent of the population lived in cities. Ten years afterwards it was 46 per cent. At the present time I have seen an estimate that it is about 52 per cent. The final figures of the census are, of course, not yet issued. Therefore it will be seen that cities simply must be efficient, if they mean to be anything in the life of the country. Because they are now containing the greater mass of the people of the country, and the fact of their lagging behind in development simply means that it has an adverse effect upon national prosperity.

The very best facilities for production and distribution must be obtained. And it seems to me it is the only way to discuss the high cost of living, because cities have an enormous effect upon, not merely themselves, but upon the surrounding country and on the adjacent cities. And the transportation of food and of passengers is of vital effect upon the people, not merely in these towns but in other towns over a wide area.

At the present time, cities are just about the worst places in the country in which to carry on business. They are crippled by expensive land costs, they have a discontented labor supply in a great number of cases, and an inadequate amount of housing for the accommodation of the workmen, and the transportation facilities are not only complicated but exceedingly costly, both for the convenience of passengers, and of freight. The big cities of America at the present time are spending thousands of dollars in order to try to put this matter right. The City of Chicago this year has voted \$20,000,000 in order to make improvements that will be for the betterment of the people of the city, and for the benefit of city life generally. And all over the coun-

try, from Boston to San Francisco, from the Canadian line down to the Gulf, we find that the big cities are up against the problem of doing something, and something useful, for the solution of those difficulties.

In the East and the Middle West, we find that industries are simply being driven out of the big cities into the small towns. This has come about on account of the difficulties of conducting business. And the employers have taken the easiest way out, and are simply moving their factories out to the outskirts of the city or into the smaller towns. And with California's industrial era probably just being entered upon at the present time, there is no doubt that the same situation of affairs will take place in this State as has taken place in the Middle West and in the East.

It therefore seems to me that cities must simply plan when to meet this threatened invasion of industrial plants. Because, of course, small cities naturally welcome plants, they naturally welcome the money that will be brought into the locality, the number of people that will come to reside there, and the dignity and prominence that the city will be given by the location of the plant there. But unless the plant is located properly, and unless the people who are going to be employed there are going to be housed in a proper way and the conditions all around the location are of a good character, the location of that plant is likely to be fraught with the greatest evils in a community.

Cities normally increase about 25 per cent in ten years, and city commerce doubles in operation in about ten years, ranging from five to fifteen years. Therefore it will be seen that the planning for industrial development is a matter of the greatest possible importance.

because industries are not built up in a night. Large plants may come into the district, and all around a series of development will take place which will bring a lot of other plants about, and they will be located, in a large number of cases, without any kind of forethought which will group them and make the best of their facilities. It seems to me the very first thing in connection with the planning for industrial development is the necessity of making a survey of existing conditions. I have recently completed a survey in the State of Indiana, of a large town, and I was very much surprised when I went to the place to find that there was absolutely no data or information of an industrial character to be obtained that had been obtained in the past with the idea of grouping all the information and providing industries that would be likely to locate there with opportunities for finding out what the advantages were.

A survey should thoroughly analyze the location of factories, the building up of a central shop area, the placing of a proper wholesale district, and provision for suburban shipping areas out into the outskirts of the city. With this the question of transportation comes up. Facilities must be made for the transportation of people to and from their homes to the factories and business areas. This transportation matter is a very complicated question, and it can nicely be solved only upon knowing the volume of traffic that is likely to be carried. In many places, the industrial housing areas are close to the factories. In that case the amount of transportation necessary to convey the people to the factories is small. But in other cases, where the factories are some distance away from the residences, it is necessary to bring all forms of transportation in connection with those fac-

tories. But it is possible, by means of a city plan which takes into consideration all those various points and groups them all and analyzes each part separately, in order to group the things together so as to work evenly—it is possible to design a transportation system on a broad basis which will take in all the advantages which are likely to accrue to the people from the outlying points.

Then, in connection with transportation, there is the question of freight transportation to and from the railroads and the factories, wholesale and retail districts, and, thirdly, the transportation of freight and people on the street system.

The transportation of freight on the railways simply means a review and a reorganization of railroad traffic within the city. The small cities of America are too much cut up with railroad tracks running in every direction, making the small towns very large railroad freight yards. Much of this is unnecessary, and simplification of tracks within the central area can be often made with great advantage to the city. Freight houses should have proper road connections and spur tracks in order to avoid waste of time in transporting goods.

At the present time there are two and a half million freight cars in the United States, and a railroad engineer has recently computed that 9 per cent of the time of those cars is spent in moving, 11 per cent is spent in loading, 11 per cent in unloading, and 69 per cent is simply wasted in repairs, switching, and delays. It seems to me that the design of a city is largely responsible for a good deal of the delays in railroad transportation, especially of freight. Freight stations are very often wrongly placed relatively to the cities. Very recently, an incident came in connection with some work I was doing, of a

freight house that was located up a very awkward hill. The result was that it was almost impossible to get your teams up there and get them loaded and down again without a good deal of annoyance and danger to traffic in that locality. That could very easily have been avoided by a proper design of the district, where not merely the freight house was considered, but locality all around, the streets leading up to the freight house, and the relation of those streets with the city property and with the various districts that the freight house has got to serve.

Then again, terminal yards are crowded with deliveries that might easily be made outside the city. A good deal of the delivery of the freight could very easily be made outside of the city on belt lines, which have been established in a good many towns in the Middle West, and they have been wholly a success.

Railroads, too, are not unified. A good many lines are running across the city and not answering any useful purpose. Provision for a union railway station and unified freight system for a city can be laid out and designed in connection with a city plan, and by no other means, with success to all the various parts of the city concerned. At the present time, railroad construction is a good deal behind business expansion, and therefore it is necessary for cities to take an interest in railroads and to encourage the efficient use of the railroad facilities for the development of the city.

Then with regard to a street freight system, that is largely based, of course, upon the design of the street system. At the present time one of the greatest factors affecting the inauguration of the auto truck system, which is being more and more used throughout America for

conveyance of freight for short hauls. It seems to me that this is no passing movement at all; it is a movement which has come to stay. It is simply a phase of business industry which we have got to reckon with in the design of the streets. The Pittsburgh Coal Company, in Pennsylvania, at the present time delivers 3800 tons of coal per day by auto truck. They simply do not use the railways at all. They have 800 trucks, and as they wear the roads out, they pay the State of Pennsylvania a maintenance charge to cover that damage, and at the present time it is stated that they are maintaining not less than 200 miles of the city highway. This seems to explain exactly what influence the auto truck might have upon industry and upon the roads and the way in which it could be used, not merely to facilitate the conveyance of freight, but also to pay for the roads. But at the same time, the conveyance of freight along highways would be attended with a great deal of danger and a great deal of difficulty unless a proper system is laid out which will unite the street system to all parts of the district likely to be served by the auto truck. I think it is Mr. Hoover who has stated that from 50 to 60 per cent of all potatoes raised in America are spoiled by being frozen in the railway freight wagon. And it seems to me that the auto truck can largely prevent any such waste or destruction of property. Because it can make it possible to deliver those perishable articles over good, wide areas of country; whereas in the winter time, especially in the Middle West and the East, they run a tremendous chance of being stalled on sidings and being spoiled. Therefore I think the auto truck is really one of the coming features of commerce in the cities and in the roads leading out of cities into the rural districts.

This brings me to a summary of the real advantages of city planning in connection with industry. In the first place, it encourages industry and it encourages the masters of industry to locate at the proper places, and it not only makes them successful as places in which to make money for the individual employers, but it also sees that those factories are helpful to the communities in which they are located. In the second place, city planning provides established divisions for light and heavy industry, and it establishes these in such a way that the small man, and the man in small industry has a chance, really, to get advantages, which, in an ordinary way, the big employer would get the advantage over him in. Therefore, it has been found, in the towns that have gone into city planning and the towns which have laid out industrial sections in connection with those plans, that a large number of small employers, who had small factories and small plants, have been enabled to group at such points and obtain such facilities as transportation and water, and that kind of thing, which, in an ordinary way, they would not have been possibly able to obtain. In the third place, the city plan unites scattered wholesale houses, and it was only the other day I was reading in a San Francisco paper that one of the State market inspectors had stated that a great deal of the exceedingly high cost of living in San Francisco was due to the large distances apart of the wholesale houses. And he advocated an analysis of the wholesale district and the laying out of the industrial district on better lines.

Now, fourthly, city planning will provide a proper central business area, and in doing that, of course, it will provide a dignified and an artistic archi-

tectural center for the city, a civic center that can be amalgamated with the business center of the town. At the same time it will be found that this method of city development will encourage business to a greater extent than the city which is laid out on haphazard lines can possibly imagine. The ordinary man or woman likes to go into the city and shop, where he can find all his business and trade centers. He does not want to go into the city where the freight is scattered from one end of the city to the other. City planning would centralize the business of the city which is of a retail character.

Fifthly, city planning would place utilities into the city on a proper basis. By that I mean that it would, by planning the city beforehand, allow the public utilities, gas, water, electricity, and so on, to know exactly where their lines were coming, and by this means it would enable the extension of the city to be made cheaper than under the present system.

Then again, city planning would prepare proper suburban retail areas, keeping the small stores away from interfering with the placing of first-class homes in the residential district.

And lastly, city planning, it seems to me, offers the only means to cities for securing the very best out of industry and labor. At the present time the large city and the small city jumbles all those things together. City planning comes forward and says, "We will lay out the city, and we will look to the future, and we will look at those things so that one fits into the other." It is simply a good business proposition, and something that the cities, in time, cannot possibly avoid, especially as industrial expansion pushes more and more into the heart of the city's existence.

WHAT OUR PACIFIC COAST CITIES ARE DOING

Alameda. City Manager Charles E. Hewes has just resigned his position with this city to accept a similar office with the City of Long Beach. Major Clifton E. Hickok, who served as city engineer under Mr. Hewes, has been appointed as his successor.

Alhambra Park Plunge, the municipal swimming pool of Alhambra, has established the following rates: Admission to plunge, for each person under 16 years of age, 5 cents; over 16 years, 10 cents. For rental of bath towel, 5 cents. For rental of bathing suit, to those under 16 years, 5 cents, and to those over 16 years, 10 cents. These prices, of course, always include a guarantee that the weather will be fine.

Auburn. The proposal to ratify a \$60,000 bond issue to purchase the water system now serving the city, failed at the polls.—The Union Grammar School is to give a cafeteria supper to raise funds with which to buy moving picture apparatus.

Burlingame. Twenty-eight thousand dollars worth of school bonds have been sold.

Ceres. The city has purchased a moving picture machine and will give free municipal entertainments.

Chowchilla. Plans are being perfected for the incorporation of Chowchilla.

Colton. Whether San Bernardino or Colton can furnish the greater inducements to intervening unincorporated territory seems to be a debated question. Colton will ask the city council of San Bernardino to submit at the next election a proposition to allow Colton to annex two lots now owned by that city, but situated in San Bernardino.

Dunsmuir. The trustees are planning on the purchase of a motor driven chemical engine, three hose carts and fire hose.

Fresno has commenced the work of paving Olive Ave.—The Elgin Motor (Street) Sweeper recently purchased by the city is the third machine of this make used in Fresno.

Fullerton. The city trustees have approved the plat of Helena Orchard Subdivision. Nearly every lot is 60x140. Building restrictions are around \$3,000 and \$5,000.

Lindsay. Contracts have been let for the construction of new high school buildings.

Long Beach. Charles E. Hewes, former City Manager of Alhambra, and recently of the City of Alameda, has taken up his duties as City Manager of this city under the new charter recently adopted. Mr. Hewes was selected from a great number of applicants because of his successful work in the other two cities mentioned.

Los Angeles. Mayor Cryer will soon appoint the new harbor commission. The president will receive \$4,000 per year, and the other two members \$10 for each meeting—the monthly salary to exceed \$100.

Marysville. Monthly licenses on business houses have been abolished. The city is building a new band stand in Cortex Square.

Menlo Park. San Mateo County is planning construction of new highways.

Mill Valley. A \$12,320.50 contract has been let for paving in Sunnyside.

Newman. A \$65,000 bond issue for school buildings carried.

Orland. Paving bids will be opened on July 30th.

Oroville. The band has been giving concerts in the free auto park.—On August 1st the Board of Trustees will open bids for

furnishing a fire pumping engine and hose truck. The board has under contemplation a great deal of street improvement work.—Oroville has constructed bath houses at the city's camping park on the Feather River.

Pasadena will probably appoint a city planning commission. The proposition of establishing a municipal golf course, which course has already been laid out, is being considered.

Placerville. In a very heavy election the people voted down a Prohibition Enforcement Act.

Riverside. The water supply will be increased by an auxiliary plant.

San Francisco. The Municipal Railroad has had a very successful year. Approximately, the gross earnings were \$2,900,000, the operating expense about \$2,090,000. After paying all interest and transfers for reserves, and setting aside over half a million dollars for depreciation, there still remains a substantial net revenue. This wonderful demonstration of municipal foresight and efficient management has grown to the great achievement which it is today without having cost the taxpayers a single cent since operation first commenced.—Who will act as "hookey cop" for the policemen's school just opening at the city hall?—The city has recently purchased her fourth Elgin Street Sweeper.—San Francisco celebrated her seventy-fifth birthday on July 9. Davies and Modjeski, the eastern bridge and tube specialists, presented the city with a report that to bridge the bay is entirely feasible.

Their plan for this project can be summarized as follows: Cost, \$40,000,000; location and type, a tube to extend 3,500 feet from a point about one mile south of the Ferry building, then over an 11,500-foot bridge of forty spans of 300 feet each, then over 3,600 feet of pile trestle, then over a 12,000-foot fill or causeway across the western portion of Alameda. The estuary separating Alameda from Oakland, which is already bridged at many points, could easily be spanned. Time of construction, three years and eight months. These experts expressly state that this public utility should be "owned and controlled by the people of the bay cities."

Santa Cruz. Mayor Carl Kratzenstein has begun his second term of office.

Sisson-Dunsmuir. A ten-mile stretch of highway is to be paved soon.

Stockton, in anticipation of buying the water system (owned by the P. G. and E.) which serves the city, has applied to the Railroad Commission for an appraisal of the property. The value lies somewhere around \$1,000,000.

Tracy. The total expense of running the city during the last fiscal year was \$54,878.

Ukiah. Construction on the \$3,000,000 Tahoe-Ukiah road is under way.

Visalia. The fire department has been able to inaugurate the two-platoon system by the addition of but one man.

TITLES OF NEW ORDINANCES RECEIVED

Automobile Camp Grounds (private undertakings), authorizing establishment, and providing for regulation within city. No. 998, Alhambra.

Board of Supervisors, providing for the holding of regular meetings of. No. 143, Riverside County.

Buildings or Structures dilapidated from old age or neglect as to be a fire menace, or a breeding place for rodents, or a likely resort for vagrants or dissolute persons, declared to be public nuisances. providing for abatement of (including copy of "Notice to Abate Nuisance"). Eleven sections. No. 1003, Alhambra.

Card Tables and Games, regulating and providing for. No. 228, San Buena-ventura.

Districts, Residence, Commercial, and Industrial, defining, prohibiting certain factories, works or establishments in first. Regulating certain works or establishments in said districts. (17 Sections.) No. 1000, Alhambra.

Fireworks, Fire Crackers, Blank Cartridges, regulating manufacture, sale and discharge of, regulating issuance of permits. No. 993, Alhambra.

Franchise, granting to an individual the right to erect, construct, operate and maintain electric pole, tower and wire system along highways. No. 193, San Bernardino County.

Garbage and Rubbish, defining, providing for and regulating the keeping, collection and disposal thereof. No. 498, Richmond.

Intoxicating Liquors, prohibiting the sale, manufacture, transportation or unlawful possession of. No. 202, Merced.

Licenses, Business, Professions, Certain Shows, Exhibitions and Games, fixing the license tax and providing for the collection thereof. (125 Sections.) No. 209, Watsonville.

License Tax on persons, firms, corporations, transacting business in city, for the purpose of regulation and revenue. No. 98, Santa Paula.

Meeting Time and times of the Board of Trustees, fixing. No. 222, Calexico.

Minors, under 17, forbidding appearance of on streets or in other public places after 9 o'clock p. m., unless accompanied by responsible adult. Providing for permits in exceptional cases. No. 987, Alhambra.

Motor Vehicles, regulating weight of loads and travel on public streets (Eight sections.) No. 497, Richmond.

Park Plunge, establishing rates for use of Municipal Swimming Pool. No. 1002, Alhambra.

Plumbing, providing that all persons carrying on, engaged in or working at plumbing as a master plumber or journeyman plumber shall pass an examination before a board of examiners, and prescribing powers and duties of said board. No. 42, 136 N. S., Los Angeles.

Public Parks, regulating use of. (Seventeen sections.) No. 89, Reedley.

Residence District, declaring specific territory to be, naming same, regulating building and businesses therein. (Eight sections.) No. 687, Los Angeles County.

Salaries, of City Marshal, changing. No. 78, Beaumont.

Salaries of certain officials, fixing and establishing. No. 839, Venice.

Theatres, Shows, Exhibitions for Pay, or Tent Shows, etc., (except when given as a benefit for local organization and under direction of local talent), providing for licensing. No. 231, Arcata.

Traffic, regulating upon and use of streets. No. 984, Alhambra.

Vehicles, regulating the movement, stopping and parking upon certain public streets. No. 201, Merced.

Waste Matter, Rubbish, Refuse of any description, regulating disposal of, fixing rates. No. 72, Colusa.

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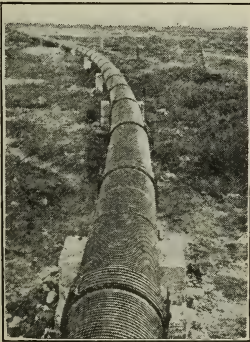
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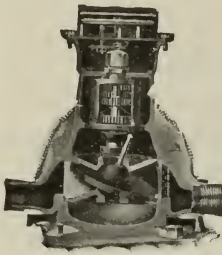
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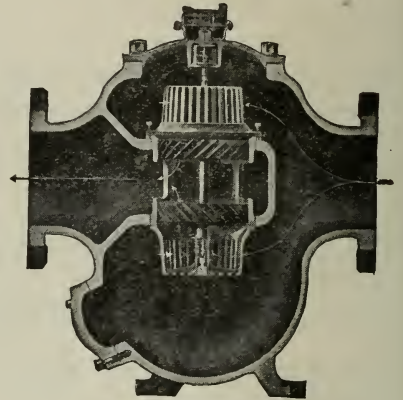
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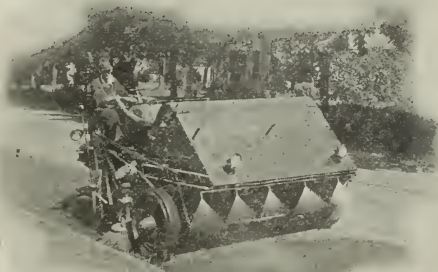
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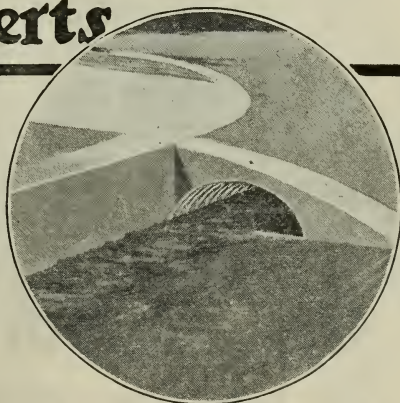
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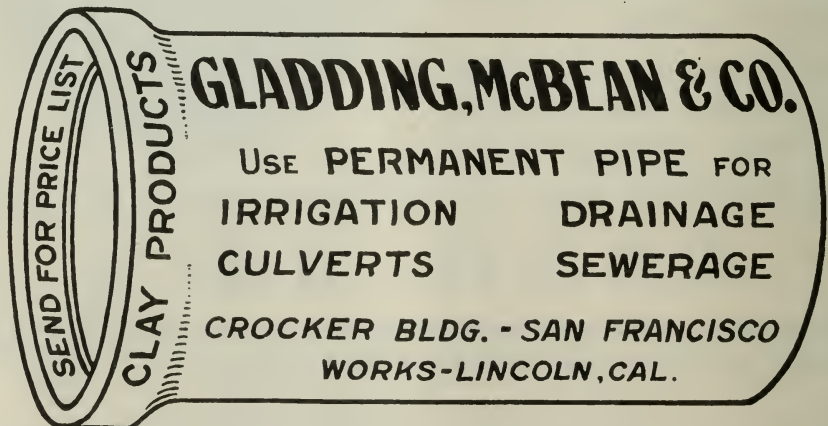
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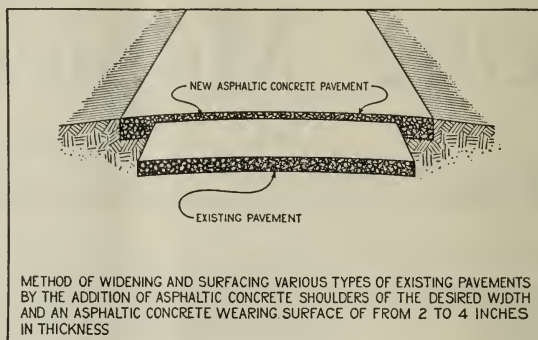
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Albany	Crescent City	Inglewood	Oxnard	Santa Clara
Alhambra	Culver City	Jackson	Pacific Grove	Santa Cruz
Alturas	Daly City	Kennett	Palo Alto	Santa Maria
Amador City	Davis	King City	Pasadena	Santa Monica
Anaheim	Delano	Kingsburg	Paso Robles	Santa Paula
Angels	Dinuba	Lakeport	Patterson	Santa Rosa
Antioch	Dixon	Larkspur	Petaluma	Sausalito
Arcadia	Dorris	La Mesa	Piedmont	Sawtelle
Arcata	Dunsmuir	Lemoore	Pinole	Sebastopol
Arroyo Grande	Eagle Rock	Lindsay	Pittsburg	Selma
Auburn	East San Diego	Livermore	Placerville	Sierra Madre
Avalon	El Cajon	Lodi	Pleasanton	Sisson
Azusa	El Cerrito	Lompoc	Plymouth	Soledad
Bakersfield	Elsinore	Long Beach	Point Arena	Sonoma
Banning	El Segundo	Lordsburg	Pomona	Sonora
Beaumont	Emeryville	Los Angeles	Porterville	South Pasadena
Belvedere	Escondido	Los Banos	Potter Valley	South San Francisco
Benicia	Etna	Los Gatos	Red Bluff	St. Helena
Berkeley	Eureka	Loyalton	Redding	Stanton
Beverly Hills	Exeter	Madera	Redlands	Stockton
Biggs	Fairfield	Manhattan Beach	Redondo Beach	Suisun
Bishop	Ferndale	Manteca	Redwood City	Sutter Creek
Blythe	Fillmore	Maricopa	Reedley	Sunnyvale
Brawley	Fort Bragg	Martinez	Rialto	Susanville
Brea	Fort Jones	Marysville	Richmond	Taft
Burbank	Fortuna	Merced	Rio Vista	Tehachapi
Burlingame	Fowler	Mill Valley	Riverside	Tracy
Calexico	Fresno	Modesto	Roseville	Tropico
Calipatria	Fullerton	Monrovia	Ross	Tulare
Calistoga	Gilroy	Montague	Sacramento	Turlock
Carmel-by-the-Sea	Glendale	Monterey	Salinas	Ukiah
Chico	Glendora	Monterey Park	Sanger	Upland
Chino	Gridley	Morgan Hill	San Anselmo	Vacaville
Chula Vista	Gustine	Mountain View	San Bernardino	Vallejo
Claremont	Hanford	Napa	San Bruno	Ventura
Clovis	Hayward	National City	San Diego	Venice
Coalinga	Healdsburg	Needles	San Fernando	Visalia
Colfax	Hemet	Nevada City	San Francisco	Walnut Creek
Colton	Hercules	Newman	San Gabriel	Watsonville
Colusa	Hermosa Beach	Newport Beach	San Juan	Watts
Concord	Hillsborough	Oakdale	San Jose	Wheatland
Corcoran	Hollister	Oakland	San Leandro	Whittier
Corning	Holtville	Oceanside	San Luis Obispo	Willits
Coronado	Honolulu	Ojai	San Marino	Winters
Compton	Huntington Beach	Ontario	San Mateo	Woodland
Corona	Huntington Park	Orange	San Rafael	Yreka
Covina	Hyde Park	Orland	Santa Ana	Yuba City

Every Incorporated city and town in California should be on the above membership roll

Is Your Chamber of Commerce A Leader or A Leaner?

Some of our greatest cities have few natural advantages.

They are not great by nature, but because the vision and energy and courage and faith of MEN MADE THEM GREAT.

Cities become great—not in numbers alone, but in fullness of living, when their citizens form the habit of working together.

This habit of co-operation is developed through strong Chambers of Commerce, grounded on the solid foundation of the successful experience of progressive cities.

THAT IS THE KIND OF CHAMBER OF COMMERCE THE AMERICAN CITY BUREAU BUILDS.

Hundreds of cities, large and small, have found new life and unexpected development through their Chambers of Commerce when organized or re-organized.

When in need of professional assistance, consult

THE AMERICAN CITY BUREAU

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Chicago

Toronto, Canada

Official Call of the Convention
League of California Municipalities

*To all City Councilmen and other officials
of the Cities and Towns of California:*

Notice is hereby given that the twenty-third Annual Convention of the LEAGUE OF CALIFORNIA MUNICIPALITIES will be held at Santa Monica, Cal., September 27th to 30th, 1921.

All cities and towns in the state are urgently requested to send representatives to this meeting, as several matters of vital importance to municipalities are coming up for consideration.

The people of Santa Monica are making elaborate preparations for the occasion, in order that it may not only be enjoyable for those who attend but also result in much good to the cause of better government.

It is earnestly hoped that every incorporated city and town will be represented at this meeting.

Respectfully,

CHARLES E. HEWES,
President.

WM. J. LOCKE,
Executive Secretary.

Santa Monica, the Pearl of the Pacific

By GIL RANKIN

Santa Monica Bay, on whose shores are situated the rapidly growing and prosperous municipalities of Santa Monica and Venice, is the most beautiful and most popular seaside resort on the Pacific Coast.

Ideally located, seventeen miles west of Los Angeles, the great metropolis of the Pacific slope, the Santa Monica Bay District—with its marvelous miles of wonderful bathing beach—has been aptly termed "The Pearl of the Pacific."

Abounding in beauty strewn by the liberal hand of nature in her most generous mood, the City of Santa Monica has but recently taken its merited place among the fast growing communities of the Southland—as Southern California is familiarly known to its inhabitants.

The original settlement, now modernized into an attractive, up-to-date residential city, was situated along and near the world-famous Palisades—a sheer bluff from fifty to a hundred and fifty feet high—overlooking the marine-blue waters of the Pacific Ocean. The main business center of Santa Monica and the city's picturesque city hall are located within three city blocks of the beautiful Palisades Park on the edge of the bluff.

To the southward, towards that part of the city known as Ocean Park, the bluff slopes down to the beach line and the amusement district, with three colossal pleasure piers, stretches along the famous cement walk—"Ocean Front." Rides, amusements concessions, bath houses and swimming plunges paralleling those of Coney Island in variety but of a

more aesthetic arrangement and finer degree of exclusiveness, are among the attractions. Excellent hotels and apartment buildings, fine residences and more humble but artistic bungalows abound.

The Chamber of Commerce took up the matter and started an agitation for correcting this condition. A "Get it Done" committee was appointed, and after various reports on the subject had been made, the city, the Chamber of Commerce and the Kansas City Light and Power Company united their forces to give the city a modern street lighting system. The result is the new installation authorized and just announced.

The cluster lamps now in use on the trolley poles will be replaced by an ornamental bracket supporting a Form 8 Novalux unit with alabaster rippled globe and metal canopy.

The gas posts will be supplanted by iron standards of Flemish pattern which were designed by the Illuminating Laboratory of the General Electric Company and will be manufactured by the Kind Manufacturing Company of St. Joseph, Mo. These will be equipped with G-E Form 16 Novalux units, some of which will be furnished with No. 107 alabaster rippled globes and metal canopies, and others with the No. 97 diffusing globe and metal canopy. The alabaster rippled globes are of clear class, rippled with a flashing of opal. The ripple gives life to the "dead" light—i. e. the light from an incandescent lamp as contrasted with that of a luminous arc—and the opal gives diffusion. All of these fixtures are to be equipped with 400 and 600 c. p.

lamps the majority using the latter size.

All of the units will be of the IL transformer type for "safety first" reasons, making it impossible for anyone to be injured in replacing lamps, cleaning glassware, etc. The lighting company plans to maintain the new system in the very best condition and is having constructed a motor truck which will be used exclusively in cleaning the glassware of the lamps.

Authority was given the mayor of the city by the City Council to enter into a new contract with the company, and this contract is pronounced one of the best of the kind ever written. Requests for copies of it have been received by the company from all over the country.

The following is a partial description of the number and types of lamps to be used in the new installation according to the terms of the contract.

The present bright way street lights will be replaced by 952,600 c. p. Mazda series lamps with Novalux units in the downtown district and 300, 400 c. p. series lamps in replacing the old bright way system in the outlying business district.

To replace gas lights on streets, boulevards and parks, 1,080 600 c. p. lamps on standards will be used. Twelve of the city's parks will be lighted with 357 units of the same type.

The total number of new street lights covered by the contract is 6,980. These replace 5,421 street lights which were in use April 1st, 1921.

THE VENICE OF CALIFORNIA

Abutting Santa Monica's Ocean Park section on the south and forming, in fact, one continuous city, is the younger community of Venice, famous for its canals, copied from the Venice of Italy, as well as for its Ocean Front, bathing beach and amusement piers.

"ENVIRONMENT"

To the north of Santa Monica, but two or three miles distant, rise the Santa Monica mountains, indented with wonderful wooded canyons which are popular outing and picnic grounds. Among these, and very close to the Palisades City, are Santa Monica Canyon and Topanga Canyon.

To the north and east also lies the Los Angeles metropolitan district—Sawtelle, Westgate and Brentwood. Sawtelle is noted for its Old Soldier's Home. Brentwood and Westgate are the two fastest-growing districts of Los Angeles—the fastest-growing large city in the world.

HIGHWAYS

Several beautiful paved automobile boulevards connect Santa Monica with Los Angeles, Glendale, Hollywood, Burbank, Pasadena, and other towns and cities of picturesque San Fernando Valley.

Another fine highway extends from Venice through Culver City—only rival to Hollywood as a motion picture community—to Los Angeles.

From Venice south to Redondo and on to Los Angeles Harbor other auto boulevards extend, and funds are available for the new state highway north along the coast from Santa Monica to Ventura, connecting these with the Coast Road to San Francisco. Santa Monica and Venice are now preparing to carry the traffic of this popular road through the cities on especially planned, widened streets.

COMMUNICATIONS

The Pacific Electric Railway lines have four routes into Los Angeles from the Beach Cities and maintain an excellent service, covering the seventeen miles in three-quarters of an hour, to the heart of Los Angeles.

Local trolley lines and an extensive

auto bus system take care of inter-city and intra-city traffic.

OUTDOOR LIFE

Yachting and fishing on the open Pacific, hunting in the mountains, and bathing in the surf, constitute the principal attractions to visitors, of whom there are thousands daily.

The ocean breezes temper the climate in summer and winter, making Santa Monica Bay an all-year resort even to Californians. Mid-winter brings not only hundreds of Canadian and Eastern visitors, but also thousands of local people from the inland cities, come here to disport themselves. In summer throngs come from all parts of California, Arizona, Nevada, and New Mexico, to enjoy comfort and the beauties of Nature.

MODERN CITIES

The Bay District is alive with automobiles. The tax rolls of Santa Monica alone show more than 2,200 cars owned there; and many days, winter and summer, tens of thousands of visitors come to the Beach by motor car.

Well paved streets, excellent sewerage, fine water systems, and efficient fire and police protection, make the Bay District a desirable place to live. Well equipped public libraries and excellent schools are further attractions.

The voters of Santa Monica have just recently voted a \$600,000 bond issue for additional school sites and buildings. The Santa Monica High School is declared by experts to be situated more picturesque amid finer surroundings than any other public school anywhere.

On the high school grounds is a fine Memorial Open-Air Theatre, with a seating capacity of 5,000 persons, dedicated in honor of the fallen heroes of the World War. A bronze tablet on which are inscribed the names of Santa Monicans who forfeited their lives in the great struggle, is a feature of the theatre.

RECENT ACTIVITIES IN SANTA MONICA

Among the municipal improvements which the City of Santa Monica has completed during the past year or at the present time are under the course of construction are the following:

The Municipal Auditorium in which the Convention will hold its meetings in September is now fast nearing completion. The building itself is of Spanish architecture and design and will seat approximately 1600 people. The stage is being fitted for convention use, concerts and plays of the better and higher type. Several sets of scenery are now being constructed and will be in readiness for use very shortly. The Chamber of Commerce have made arrangements to use the large room in the north wing of the building for their headquarters. The plaza has now been completed and will seat about 4000 people. During the summer months this plaza will be covered by awnings of heavy canvas finished in blue and orange and the lighting effects on the plaza and the outside of the building will be handled by flood lights from various points. There are numerous committee rooms in the building itself and the registration of delegates and guests to the convention will be handled inside the building.

Among other things, the City of Santa Monica has paved approximately seven miles of streets, having carried out in the wider ones the idea of parking the center of the street with shrubs and flowers and with an ornamental lighting system that also follows the center line of the street. It has been the policy of the City Council to, wherever possible, install a permanent class of paving under the bond act instead of patching the streets each year out of general funds.

Sometime ago the citizens voted a bond issue of \$75,000 for water mains and hydrants principally for fire protection purposes. At the time that these bonds were voted they drew 5% interest and

it has only been during the past sixty days that the Council was able to sell the bonds and purchase pipe for this purpose. The pipe and hydrants are now on the way, and very shortly there will be installed in the southern portion of the city new mains for fire protection only. There will also be installed a large number of additional fire hydrants in the new portions of town that are rapidly building up.

A matter that has caused considerable discussion in coast towns has during the past year been settled by our city, that is the establishment of a tide line survey by which the city has established a line along its ocean frontage which line

defines the boundaries of private and public property.

We have also passed a \$1,500,000 building permit mark, have established an industrial district by ordinance, rebuilt the municipal pier, the work being done by the Public Works Department and have assisted in advertising the City on numerous occasions through our advertising fund, one of the special pieces of advertising being the entering of a prize winning float in the Pasadena Rose Tournament. There has also been voted a recent issue of \$600,000 in school bonds and work will shortly be begun on the erection of additional school buildings.

HOTEL RATES IN SANTA MONICA

MAKE YOUR RESERVATIONS EARLY

Merritt Jones:	Single	Double
Without Bath.....	\$2.00	\$3.00
	2.50	3.50
With Bath.....	3.50	5.00
	4.00	6.00

Suites accommodating two, three or four persons at \$7.00 to \$10.00 per day.

Edmund Hotel:	Single	Double
Without Bath.....	\$2.50	\$3.00
With Bath.....	3.50	4.50

Suites: Two persons \$8.00. Three or four persons, \$10.00.

Ocean Park Hotel:	Single	Double
Without Bath.....	\$2.00	\$2.50
With Bath.....	2.50	3.50

Marine Hotel:	Single	Double
Without Bath.....	None	\$2.50
With Bath.....	None	3.50

Pier View Hotel:	Single	Double
Without Bath.....	\$1.50	\$2.00
With Bath.....	3.00	4.00

Winnipeg Hotel:	Single	Double
Without Bath.....	\$1.50	\$2.00
With Bath.....	2.00	2.50

Windemere Hotel:	Single	Double
Without Bath.....	\$3.00	\$3.50
With Bath.....	4.50	5.00

Ocean View Hotel:	Single	Double
Without Bath.....	\$2.00	\$3.00
With Bath.....	3.50	5.00

Tulsa Hotel:	Single	Double
Without Bath.....	\$2.00	\$2.50
With Bath.....	2.50	3.50

Cadillac Hotel:	Single	Double
Without Bath.....	\$2.50	\$3.50
With Bath.....	3.50	5.00
Suites for two, \$7.00; for three or four, \$10.00.		

Miramar:
\$6.00 to \$8.00 per day, American plan.

All of the prices quoted are per day and on European plan, except the **Miramar**, which is American plan. A discount of 25 per cent will be made from the bill of all authorized delegates, guests and the relatives of either who wear the convention badges, or have other authority showing they are entitled to this favor.

Some of the hotels operate dining rooms or cafes, and numerous other dining places surround the Convention Hall where meals may be had at reasonable figures.

With the exception of the Windemere and Miramar, which are on a car line north about three quarters of a mile, all named are within a thousand feet of the big doings.

We have also in this vicinity twenty or thirty apartments with housekeeping accommodations for from two persons up and the same discount for the convention will apply. Prices vary to such an extent that it is impossible to quote, but if you, your wife and children desire a little vacation, and will signify your needs and limit of price, we will guarantee to place you satisfactorily.

THE COMING CONTEST:
Public Versus Private Control
 OF
California's Water and Power Resources
 BY WM. J. LOCKE

On June 10, 1920, the president signed the so-called Federal Power Act, a measure which is destined to be of tremendous importance to the country as a whole and especially to the Pacific Coast.

The act is intended to stimulate the conservation of our water resources for the accomplishment of three purposes, to-wit: the development and use of hydro-electric power, its subsequent utilization for irrigation and finally for protection against floods.

The act, by express language, gives a preferred right to the states, municipalities and other political subdivisions, as against the private corporations, providing that licenses for the development of power by states or municipalities shall be issued and enjoyed without charge to the extent that such power is sold to the public without profit or is used for state or municipal purposes.

Importance of California—Irrigation

Of all the states in the Union, California is able to derive the greatest benefit from this act. From the Oregon line southward for two-thirds the state's length and running parallel thereto are two great ranges of mountains, the Sierra Nevada and the Coast Range, while lying between are two of the largest valleys in the world. On account of our peculiar climatic conditions and lack of rain during the summer months, irrigation on an elaborate scale is necessary in order to bring these valleys up to their highest state of productivity.

The country around Turlock and Modesto is an example of the wonderful possibilities of irrigation. On the west side of the same valley ranging from Tracy all the way down to Coalinga are lands capable of the same high development and the same possibilities. All that is lacking is that life-giving fluid, water, in order to transform these lands into the fertile gardens of wealth and beauty.

Flood Control

As to a sufficiency of water for the whole state there is no question. All that is required is its proper conservation and distribution. Millions of gallons are now carried to sea annually during the freshet season which, frequently after a heavy winter, is followed by disastrous floods over large areas of the low lands, resulting in many thousands of dollars in damage.

Restraining dams in the mountains would prevent a recurrence of these periodic floods and resultant loss. Hence it will be seen that the benefits to be derived from a conservation of our water resources are not limited to irrigation and the development of power.

Power from White Coal.

During the past decade worldwide attention has been called to the advantages of utilizing the power of falling water. This has been stimulated by recent improvements in the transmission of electricity whereby the losses which

resulted from transmission in its early development have been greatly reduced. However, the most important stimulus was undoubtedly due to the great increase in the use of machinery, followed by the ever increasing supply of fuel and a constantly rising cost. During the past few years fuel oil has advanced in price over one hundred per cent, and it is universally conceded that sooner or later, the supply of oil will be entirely exhausted. Furthermore, oil and coal, when once consumed, are gone forever, whereas nature brings "white coal" back to the mountains every year, so that it may be used over and over again. Therefore it will be readily seen that the development of our water and power resources is the most important matter now confronting this great commonwealth.

California, as a State, must compete against other States for population and industry. In order to win, it must offer to its citizens more than other States.

Two things are necessary for success. They are land and energy.

In California land must have water. The State has no coal, and its oil supply will fail. But it has 15 per cent of the potential hydro-electric resources of the United States. Hence, the two factors for success are water and power.

There are about 8,000,000 acres of land in California, which may be irrigated, and there is water enough running to waste to irrigate this land, supply domestic and industrial needs and develop supplies of power sufficient to meet all possible demands.

These resources can be developed by the people and distributed to users on a cost basis. This will mean millions of new acres under cultivation, great industrial and manufacturing development, low rates for farmers, householders and manufacturers, and a tremendous and continuing increase in population and wealth.

Public vs. Private Development.

Water, like light and air, has always been regarded as one commodity that should never be subject to private ownership or control. The human mind repels the very thought of such a thing. Without these three elements—air, light and water—life would be impossible. They have been given to man by God Almighty himself and are the common heritage of all. Therefore, it is most repugnant to think of water or the use of water becoming the property of an individual or private corporation.

The business of generating hydro-electric power in California, to a very large extent, is now in the hands of four large private corporations founded by the consolidation of many small companies. There is talk of further consolidation so that, ultimately, the light and power business of the state will be entirely in hands of two or perhaps only one large private corporation, which will be able to exact a profit from every lamp that's burned and every wheel that's turned in this great state.

There is every argument in favor of development by the state. In the first place, the state can obtain the funds required much cheaper than the private corporations. The state will have no difficulty in floating its bonds on a 5½ per cent basis, whereas the private companies would have to pay at least two per cent more. At the present writing it is reported that the six per cent bonds of one of the largest privately owned utility companies in the state are on sale for \$78.00 per share, or \$22.00 below par. This is something to think about.

The private companies are repeatedly declaring that public ownership and operation is a failure; that it is inefficient and wasteful. The federal administration of the railroads is cited as a horrible example of the failure of government operation, a claim which is

absolutely ridiculous and is emphatically denied. When the government took over the control of the railroads during the war it placed them in charge of the very same men who operated them under private control and, from the very beginning, **these men did everything in their power to discredit public ownership.** They spent money right and left like drunken sailors, and at once became models of inefficiency and extravagance. Was government administration going to prove successful? Not if they could help it. Their methods were so obvious to everybody that no one now refers to the railroads as an example of public failure unless driven to desperation for want of an argument.

In California today there are 119 cases of municipally owned water works, twenty-four electric light and gas plants, and in practically every case they have maintained lower rates and have given better service than the others which are privately owned.

There is evidence that the power companies and allied financial interests will base their campaign against the measure on an effort to align the north against the south and the city against the country. "Keep the State divided" is to be their campaign slogan.

Public organizations which the corporations can control will be used to stir up this sectional issue. The Interior Counties Committee of the Riverside Chamber of Commerce has circulated throughout the State a power company letter designed to arouse the rural districts and the northern sections against the so-called Los Angeles power grab. This letter was printed on the official stationery of the Chamber of Commerce and signed by the president. The natural conclusion was that the Chamber of Commerce was sending it out. Here is what Mayor Horace Porter of Riverside found out when he sought a copy of this letter:

"I asked the young woman attendant at the Chamber of Commerce for some literature," said Mayor Porter. She offered pamphlets on various subjects.

"I want a copy of that power letter which is being sent out," I said. "You will get that at the office of the Southern Sierras Power Company," she replied. "Twelve thousand copies are being mailed from there."

An appeal to sectional hatred and distrust is the basis of virtually all these misrepresentations. They have been circulated not only in California but in neighboring States. Nevada is being bombarded with the grotesque declaration that the new water measure is an onslaught on the water rights of adjoining States.

A State Senator has been used to circulate crude misrepresentations on State Senate stationery, over his own signature. In this letter, sent to northern papers and individuals, he issues a warning against the rapacity of the south, which he implies is trying to seize all the power.

The committee that assisted in preparing the new act includes men and women from the north and the south, the city and the country, and all have been zealous champions of the rights of their respective communities for years. It is sufficient to cite the public records of these men and women as final and absolute disproof of the charge that any one of them could or would participate in a plan designed to give one section an advantage over another.

The only advantage sought by the originators of this measure is the advantage of California. The one most imperative duty of all the citizens of California today is to unite on a program of California development—not of San Francisco or Los Angeles or San Joaquin or Sacramento Valley development, but of the whole State of California from one end to the other.

What Ontario Has Done

In the development of our water and hydro-electric power resources there is no reason why we should not achieve as great a success as the people of Ontario.

Ontario is the manufacturing district of Canada and to maintain that supremacy, it was necessary to develop a cheap and adequate source of power supply to supersede coal, of which commodity Ontario has none, the province being wholly dependent for its coal supply upon the far east and far west of the Dominion, or on importation from the United States.

The need was great and insistent were the demands of municipalities, boards of trade, manufacturers' associations, and other industrial organizations that power be obtained from Niagara Falls for the operation of industries in that part of the Province near that source of supply, where hundreds of thousands of horse power in energy were pouring over the brink in a never ending torrent—useless to the people, except for the beauty and grandeur of the scene which it presents.

Finally, a largely attended public meeting was held to discuss the proposition, and at this meeting a committee was appointed to confer with the Provincial Government, with a view to securing such legislation as would enable the municipalities to undertake the necessary development, distribution and transmission of electricity, as a municipal undertaking; asking also for the right to generate power, in the event of failure to secure an adequate power supply on favorable terms from one or more of the three existing power companies at Niagara Falls.

The Provincial Government, acting under these urgent requests, in 1903, passed legislation authorizing the municipalities to borrow money and to undertake, individually and jointly, to generate,

transmit, and deliver power; also to appoint a commission of three or five men to operate and control the system.

One of the members of that original commission was Sir Adam Beck, to whom Ontario owes the phenomenal success of this great public enterprise, which is the largest and most successful system of its kind in the world today.

The Commissioner's preliminary report was a revelation to the people as to what could be done in the way of generating, transmitting, and distributing electrical power to the people **at cost**, for the operation of their factories and the lighting of their homes and places of business.

The next problem to be solved was how to get the necessary money to go ahead with the scheme, and a second appeal was made to the provincial legislature to enact legislation which would enable the municipalities to proceed with the proposition.

By this legislation the Commission has power to acquire, by purchase or otherwise and hold shares in any incorporated company carrying on the business of operating, supplying and distributing electric power. The Commission has also power to acquire or expropriate lands, water privileges, or water power, machinery and plants or any portion thereof of any person owning or operating under lease, or otherwise, or operating or using water power privileges, in transmitting electrical energy throughout the province.

There is a clause in the Act which gives the Commission power to acquire stock in a developing company, and since the Act was passed, the commission has acquired water power rights, generating plants, transmission and distributing plants to the total of ninety-one, all by negotiation, which speaks well for the Commission's fair-minded methods of

dealing with the owners of private plants and so-called vested rights.

All municipalities sign the same form of contract with the Commission. These contracts are for a period of 30 years, and under this contract, the municipalities agree to pay annually interest and sinking fund on a proportionate part of the cost of lands, stations, and equipment necessary to supply them with power

In addition to paying for the cost of power at the source of supply, they pay, in the rate per horse power sufficient amount to cover all interest, operation and maintenance charges, and also sufficient to set aside a depreciation fund to renew and replace the lines and equipment, and keep them in first-class operating condition during the period of the contract; also enough to set aside a sinking fund sufficient to retire their share of the capital cost of the system in 30 years.

The word "cost" as here used is not limited to the cost only at the source of supply, but it also includes the interest charges, sinking fund charges, maintenance, operation, renewal, and other charges applicable to any business of this character, so as to ensure the discharge of the whole present indebtedness in 30 years, and, in addition to set up a depreciation fund sufficient to install a new system when the present system is obsolete or worn out.

The Commission is appointed and controlled by the Provincial Government and is not, as some suppose, a separate independent body.

Each year it makes an analysis of the operation of each municipal system to see that each branch of service pays its share of the cost of supplying service.

The following figures will show something of the growth of the system:

Year	No. of Municipalities Served	No. of Customers Served
1912	28	34,967
1913	45	65,689
1914	69	96,744
1915	99	120,828
1916	128	148,732
1917	192	160,000
1919	235	180,000

From one system supplying 14 municipalities in 1910, with a load of less than 1000 horse power, the scheme has grown so that at the present time the Commission is supplying 235 municipalities, having a joint population of over 1,200,000 people, served from 12 systems, owned and controlled by the Commission, supplying over 350,000 horse power to municipalities and customers.

The estimated saving to lighting consumers supplied by the Commission over 1912 rates is approximately \$20,000,000 since the Commission first commenced operations, or approximately \$3,000,000 per year.

Electricity at 3 Cents—Saving 3 Millions a Year

The following table shows the comparison of the present rates in a number of municipalities with these in force at the time the Commission commenced operations:

Municipality	DOMESTIC LIGHTING		COMMERCIAL LIGHTING	
	Rate per Kw. Hr. Prior to Hydro	Pres- ent Rate per Kw. Hr.	Rate per Kw. Hr. Prior to Hydro	Pres- Rate per Hr.
Toronto.....	8c-25c meter rent	2.5c	12c-52c meter rent	2
London.....	9c-25c meter rent	2.5	9c-25c meter rent	2.0
St. Thomas..	11c	2.9	11c	1.7

	DOMESTIC LIGHTING		COMMERCIAL LIGHTING	
Ottawa.....	7c- 8c meter rent	2.3	7c-8c meter rent	2.1
Guelph.....	8c-25c meter rent	3.2	8c-15c meter rent	2.2
St. Mary's...	9c-15c meter rent	3.6	9c-15c meter rent	3.4
Hamilton....	8c-25c meter rent	2.3	8c meter rent	3.4
Waterloo....	12c-25c meter rent	3.1	12c-25c meter rent	3.6
Hespeler....	10c-15c meter rent	4.9	10c-15c meter rent	4.0

The duties of the Commission have been greatly extended by legislation from time to time, until at the present time the Commission has in its employ a permanent staff of over 360 office engineers, over 600 engaged in office work, over 500 operators and repair men, and approximately 3000 men working on new construction work; each man being an expert in his' own particular line of work.

A 99 Million Dollar Public Property Without a Cent of Taxes

But what of the financial side? From an expenditure of \$3,750,000 in 1910, when the first part of the first system was installed, the scheme has expanded and grown until now the total investment under the Commission's control amounts to approximately \$76,000,000.00; municipal investments in electrical plants and systems \$23,000,000.00; total expenditure, \$99,000,000.00.

And not one cent of the charges on this enormous expenditure has ever had to be paid out of taxes by the people, all charges being included in rates charged for power and light.

Record of Success

There were 2,318 cities owning and operating municipal light and power plants in the United States in 1917.

The Cleveland, Ohio, municipal electric light plant has for many years sold electric current at one-third the average charge of private companies. At this rate, the municipality makes a profit of \$194,000 per year.

In 1902 there were 815 municipally owned plants. In 1917 there were 2,318, an increase of 1,803. While privately owned plants increased only 80 per cent from 1902 to 1917, municipally owned plants increased 180 per cent or over twice as fast. While the municipal plants were only 24 per cent of the whole number in 1902, by 1917 they were over 35 per cent of the whole.

In the period from 1881 to 1902 there were 13 plants which changed from municipal back to private ownership, while 170 plants went from private to public ownership.

Why Los Angeles Prospers

The Goodyear Rubber Company was one of a number of great industries which have recently established plants in Los Angeles, on account of the abundance of cheap water and power supplied by the municipality. In a public statement, F. A. Sieberling, president of the company, said:

"By a process of elimination we got down finally to Oakland, Los Angeles and San Diego. When we came to survey the Coast, as we did, for six weeks, with skilled men, we found that Los Angeles had the cheapest fuel on the Coast: we found that Los Angeles had the cheapest power on the Coast; we found that Los Angeles had the only supply of fresh water sufficient for our needs. We had to come to Los Angeles if for no other reason than water."

Synopsis of the Proposed Act

California's Water and Power Act will place State credit behind local development of water and power.

It will enable users to obtain water and power at cost.

It will make water and power resources pay for development, without taxation and without a cent of public charge for interest or principal on bond issues.

The following means of achieving this end are provided:

The California Water and Power Board, of five members, empowered to carry out the purposes of the Amendment. The members will be appointed by the Governor, with the provision that "they shall be appointed so as to be fairly representative of the State geographically, and of its irrigation and municipal interests."

Full powers delegated to the Board to do all things necessary under the Act, including provision for financial ways and means, condemnation of property by equitable Court proceedings, a method insuring valuation, and safeguards against confiscation or invasion of public or private rights.

The California Water and Power Finance Committee, consisting of the Governor, the State Treasurer, the chairman of the Board of Control and the chairman of the California Water and Power Board. This committee will advise with and assist the Board in matters of finance and act without compensation.

Any county, city, city and county, town, municipal corporation, irrigation district, public utility district, municipal utility district, electric light district, water district or other public corporation having authority to contract for the use

of water or power, may avail itself of the privileges of the Act. Any group or association of such political sub-division may act in unison.

Such unit or units may apply to the Board for the construction of works for the delivery of water or power, or both.

The Board examines plans submitted and if the project is physically and financially feasible it enters into a contract with the applicant for the construction of such works.

The applicant, in this contract agrees to buy the water or power thus supplied at rates which will provide for interest, maintenance, operation and reserve for losses and reimburse the State in fifty years. Rates must be made on a cost basis.

The Board then issues and sells State bonds to the extent of the funds required for constructing such project. The interest on the bonds is limited to 6 per cent.

With the funds thus obtained, the Board will construct the desired project and deliver water or power to the political sub-division, at rates as nearly at cost as practicable, the Board having only such latitude in rate-making as may be necessary to keep it a going concern.

A political sub-division may call upon the Board to acquire or construct a distributing system, upon execution of a contract, by which such sub-division agrees to repay the State in twenty-five years, or to take water or power at rates which will write off the indebtedness, with all incidental charges, in twenty-five years. At the end of this time, the title to such distributing system shall vest in the political subdivision.

Rigid safeguards against invasion of either private or public rights are included in the Amendment.

A limitation of \$500,000,000 is placed upon the total of bonds to be progressively issued and paid for from water and power returns. Interest and principal must be paid entirely from returns.

It must be borne in mind that this measure does not impose on the people taxation of any kind, and that it does necessitate a bond issue in the ordinary sense. These bonds must be liquidated entirely by the known, reclaimable assets and they will pay their own way. No burden of either interest or principal will fall on the tax-payers.

Composition of the Committee that Prepared the Act

California's Water and Power Act was prepared and the campaign to make it a law will be conducted by a committee, composed of men and women who are representative of all sections and interests of the State. It was decided that a general committee, including membership from the north and south, the agricultural and urban sections, public organizations and various groups and interests would be the most effective means of presenting this Amendment.

Co-operating actively in drafting the Amendment was a special committee, appointed for this purpose by the League of California Municipalities at its meeting in Sacramento, May 20. This committee has indorsed the measure. The League includes about 240 cities in its membership.

Members are being added daily and the completed committee will be so thoroughly representative of divergent factions and localities as to give final disproof of any charge that any single element has inspired this movement.

Among those who assisted in the preparation of the Amendment are the following:

Rudolph Spreckels, San Francisco, financier; William Kent, former Congressman; W. B. Matthews, attorney for Los

Angeles Board of Public Works; L. L. Dennett, counsel for the San Joaquin Irrigation Districts, and representing San Joaquin counties in the State Senate; Clyde L. Seavey, city manager of Sacramento and former chairman of the State Board of Control; Dr. John R. Haynes, of Los Angeles; Dr. Horace Porter, Mayor of Riverside; William J. Locke, executive secretary of the League of California Municipalities, and city attorney of Alameda; E. G. Scattergood, engineer of Los Angeles Power Bureau; Louis Bartlett, Mayor of Berkeley; Robert L. Shinn, city attorney of Sacramento; William Kehoe, former State Senator; Paul Scharrenburg, secretary of the State Federation of Labor; Ray C. Eberhardt, assistant attorney for the Los Angeles Board of Public Works; Este Broughton, Assemblywoman of Modesto; Franklin Hichborn, Santa Clara; Francis J. Heney, Los Angeles; Charles W. Cleary, Assemblyman of Tulare county; Albert Braunschweiger, member of the Riverside Board of Public Works; Senator William J. Carr, Pasadena; Mrs. Herbert A. Cable, Los Angeles; Mrs. Anna L. Saylor, Assemblywoman from Berkeley; J. L. Matthews, Los Angeles, member of the State Water Commission; J. P. Mallon, of Colusa and Oakland; Judge D. J. Hall,

city attorney of Richmond and chairman of the Legislative Committee of the League of California Municipalities.

The officers of the committee are:

William Kent, chairman; John Randolph Haynes, vice-chairman; Rudolph Spreckels, executive director and treasurer; Dr. Horace Porter, secretary.

Following are the members of the Executive Board:

William Kent, John Randolph Haynes, Rudolph Spreckels, Dr. Horace Porter,

L. L. Dennett, Clyde L. Seavey, William J. Locke, Mrs. Anna L. Saylor, Miss Este B. Broughton, J. L. Matthews, Louis Bartlett, Franklin Hichborn and Mrs. Herbert A. Cable.

There is no member of the above committee who cannot show a record of years of disinterested public service. They are familiar with the water and power problem from years of work and effort in behalf of the people's right to control and use the public resources.

Proposed Amendment to California Constitution— Article XIVa—Water and Power Development

Explanatory notes in blackface type have been inserted in the following text. They will give a clear understanding of the machinery and procedure of the Act. Note carefully the fact that this measure does not impose any burdens of taxation and that bonds are issued only as returns from water and power are assured.

Section 1.

It is hereby declared to be the policy and purpose of the state to conserve, develop and control the waters of the state for the use and benefit of the people.

Sec. 2.

Irrigation and municipal interests, and geographical divisions must be represented on Board. This provision included to prevent domination of Board by any interest or locality. Recall provided for incompetence or corruption.

The California Water and Power Board, hereinafter called the board, is hereby established, composed of five members who shall be appointed by the governor, one of whom he shall designate as chairman and executive officer, who shall devote all his time to the duties of the office. The members shall be qualified electors of the state and shall be so appointed as to be fairly representative of the state geographically and of its irrigation and municipal interests. Members shall hold office for four years,

except that of those first appointed, one shall hold office until January 1, 1924, one until January 1, 1925, one until January 1, 1926, and two until January 1, 1927. The chairman shall receive a salary of fifteen thousand dollars per annum. The other members shall receive a per diem of twenty dollars while engaged in the performance of duty and all members shall receive their necessary expenses. The legislature may increase their compensation. Each member shall execute to the state such bonds as the governor may require. The legislature shall have power by a two-thirds vote of all its members to remove any one or more of the members of the board from office for dereliction of duty or corruption or incompetency; and it shall be the duty of the legislature to provide by law for the removal of members by recall, following so far as pertinent the provisions of Article XXIII of the constitution, except that a successor of any member recalled shall be appointed by the governor for the unexpired term, as shall be done in

the case of a vacancy otherwise arising. A majority of the members shall constitute a quorum for the transaction of business and no vacancy in the board shall impair the right of the remaining members to exercise all powers of the board. The board shall maintain its office at Sacramento.

Sec. 3.

Full and adequate powers given to Board. Limitation put on price board may pay for energy. This included to prevent payment of excessive prices to private companies, in cases where it is necessary to purchase additional energy.

The board shall have power:

- (a) To acquire by purchase, lease, condemnation, gift or other legal means, land, water, water rights, easements, electric energy and any other property necessary or convenient for the purposes of this article, and likewise to acquire, and also to construct, complete and operate, works, dams, reservoirs, canals, pipe-lines, conduits, power houses, transmission lines, structures, roads, railroads, machinery and equipment, and to do any and all things necessary or convenient for the conservation, development, storage and distribution of water, and the generation, transmission and distribution of electric energy. No electric energy shall be purchased by the board at a price to exceed one-half of one cent per kilowatt hour at the power plant, based upon a fifty per cent load factor, except for standby service as provided in Section twelve hereof;
- (b) To purchase, acquire, produce, manufacture or otherwise provide facilities, materials and supplies, raw or finished, and any property or thing necessary or con-

venient to the accomplishment of the purposes of this article;

- (c) To supply water or electric energy or both to the state, political subdivisions and other users, and, subject to the provisions of this article, to prescribe the terms of contracts, and fix the price therefor and collect the same;
- (d) To use the waters and the lands of the state, or any material therein or thereon, and to require the reservation from sale or other disposition of such lands and material as, in the opinion of the board, will be required for the purposes of this article;
- (e) To require the reservation of water from appropriation for such periods as it may provide;
- (f) In the name of the state to apply for and accept, under the provisions of the laws of the United States or of any state, grants, permits, licenses and privileges in the opinion of the board necessary for the accomplishment of the purposes of this article;
- (g) To co-operate and contract with political subdivisions of this state and, with the approval of the governor, with the United States and other states, concerning the conservation and use of interstate and other waters and the generation and use of electric energy and the acquisition, construction, completion, maintenance and operation of works necessary or convenient for the accomplishment of the purposes of this article;

Political subdivisions may acquire or construct their own distributing systems by the use of State credit. Full title will vest in the subdivision as soon as paid for.

- (h) To acquire or construct for political subdivisions distributing sys-

tems for water or electric energy bought from the state, upon terms that, in the opinion of the board, will repay to the state within twenty-five years the cost thereof with interest. The title to or interest of the state in such systems shall vest in the political subdivision when paid for;

- (i) To sue and be sued, and to exercise in the name of the state the power of eminent domain for the purpose of acquiring any property, or the use or joint use of any property, deemed by the board necessary for the purposes of this article;
- (j) To provide itself with suitable office and field facilities, and to appoint, define the duties and fix the compensation of such expert and technical officers, legal and clerical assistants and other employes as it may require, subject to such civil service regulations as the board may provide;
- (k) To define projects and to adopt rules and regulations to govern its activities;
- (l) To exercise all powers needful for the accomplishments of the purposes of this article and such additional powers as may be granted by the legislature.

Sec. 4.

The California Water and Power Finance Committee, herein called the committee, is hereby established, composed of the governor, controller, treasurer, chairman of the Board of Control and chairman of the California Water and Power Board, all of whom shall serve thereon without compensation. A majority of the committee shall constitute a quorum for the transaction of business.

Sec. 5.

This is a state control and state development act; the benefits are state-wide and the pledge of responsibility, based upon state assets of water and power, must be assumed by the state as such. There is no citizen of California who will not participate, directly or indirectly, in the returns of cheap water and power, new population and stimulus to industry. Hence the "full faith and credit of the state" is placed behind the bonds, which are sold only as they are needed for each project, and sufficient funds are provided to make the state, in co-operation with its political subdivisions, the dominant factor in water and power development.

Bonds of the State of California, not exceeding the sum of five hundred million dollars, may be issued and sold from time to time to carry out the purposes of this article, and the full faith and credit of the State of California is hereby pledged for the payment of the principal of said bonds as the same mature, and the interest accruing thereon as the same falls due.

Sec. 6.

Bonds herein authorized shall be serial bonds, payable in not more than fifty years from date of issuance, and shall be in such form or forms and denomination or denominations, and subject to such terms and conditions of issue, conversion, redemption, maturities, payment, and rate or rates of interest, not exceeding six per cent per annum payable semi-annually, and time or times of payment of interest, as the committee from time to time at or before the issue thereof may prescribe. The principal and interest thereof shall be payable in United States gold coin. Said bonds shall be signed by the treasurer, and countersigned by the governor by his engraved or lithographed signature and the great seal of the State of

California shall be impressed thereon; all coupons thereto shall be signed by the treasurer by his engraved or lithographed signature. The board shall pay, from funds available to it, the expense of issuing and selling such bonds and the necessary expenses of the committee in connection therewith.

Safeguards provided against injustice in sale of bonds; people given an opportunity to participate; sales to be regulated by special committee and methods must be in conformity with public interest.

Bonds herein authorized may from time to time first be offered at not less than par as a popular loan, under such regulations prescribed by the committee from time to time, as will in its opinion give the people as nearly as may be an equal opportunity to participate therein; but the committee may make allotment in full upon applications for smaller amounts of bonds in advance of any date which it may set for the closing of subscriptions and may reject or reduce allotments upon later applications and applications for larger amounts, and may reject or reduce allotments upon applications from incorporated banks and trust companies for their own account and make allotment in full or larger allotments to others, and may establish a graduated scale of allotments, and may from time to time adopt any or all of said methods, should any such action be deemed by it to be in the public interest; provided, that such reduction or increase of allotments of such bonds shall be made under general rules to be prescribed by said committee and shall apply to all subscribers similarly situated. Any portion of the bonds so offered and not taken may be otherwise disposed of by the committee in such manner and at such price or prices, not less than par, as it may determine. The committee may cancel any of the bonds so offered

and not taken and reissue them in different denominations.

Sec. 7.

Initial bond issue provided for expenses until projects begin bringing returns. The principal and interest of these bonds later to be paid from returns from water and power developed, and not by taxation.

This section makes it possible for the board to conduct preliminary operations, before projects yield returns. No projects will be approved or begun unless returns are definitely in sight, not only to pay for construction, but to reimburse the state for any money advanced for the opening period of the system. There is no possible drain on existing state revenues under this provision. This merely is an auxiliary aid to the board in remaining solvent during the period of initial outlay, and has no bearing on the fundamental processes of the act. Note carefully the concluding sentence of Section 9.

Bonds herein authorized shall be issued and sold only for the acquisition of such property and rights, and for the acquisition, construction, development, completion, operation and maintenance of such projects as the board may deem necessary or convenient to the accomplishment of the purposes of this article: Provided, that from time to time upon written requisition of the board the committee shall issue and sell bonds not exceeding in the aggregate five million dollars, the proceeds of which shall be placed in the Water and Power Revolving Fund in the state treasury, which fund is hereby created, to be used by the board for the purpose of defraying its expenses, acquiring property, rights, facilities, materials and supplies, carrying charges during construction and meeting other costs incurred in carrying out the purposes of this article: Provided, further, that if at any time the revenues from projects shall be insufficient to

pay the interest on and principal of outstanding bonds as the same fall due, the committee, with the consent of the governor, in order to avoid appropriations from the general fund and resulting taxation, may issue and sell bonds to provide funds required to make such payments of interest or principal.

Bonds issued to the extent of funds required for each project only, after investigation has given assurance that water and power in sight will pay for construction and all incidental costs in fifty years. Issue definitely limited to this basis of assured returns. This section provides the means of placing the credit of the state progressively behind localized development, as demand justifies and as each project is proven physically and financially feasible. Reclaimed water and power must pay the bills—no taxation, no bond indebtedness on land, no payment of principal or interest from other state revenues.

Except as otherwise provided in this article, the committee shall issue and sell bonds only upon the written requisition of the board stating the amount of money required and the purpose for which it is to be used and accompanied by a duly authorized certificate of the board describing the property or rights to be acquired or the project proposed, and stating the estimated cost thereof and showing the same to have been investigated and approved and, in the case of a project, that plans and estimates therefor, a copy of which shall be annexed to such certificate, have been prepared and adopted by the board and further certifying that, in the opinion of the board, the revenue from the property or rights to be acquired or from the proposed project, together with available revenues from other projects, will be sufficient to pay within fifty years in addition to other necessary expenses, the interest and principal of the bonds requested to be issued. The

proceeds of the sale of such bonds shall be placed in the treasury and shall be used by the board exclusively for the purposes for which the same were issued.

Sec. 8.

The board shall establish such rates for service as in its judgment will provide, in addition to the expenses of operation, maintenance, depreciation, interest, insurance and reserve for losses, funds to pay the principal and interest of all bonds issued under this article, as the same fall due, together with all sums which may be advanced from the general fund and interest thereon as herein provided.

Water and power at cost. Board is limited in adjustment of rates to making each project pay its way out in fifty years. Provision for reserve for losses and surplus consistent with good business, but protection against profits which would prevent users from getting water and power at cost. Flexibility in adjusting rates, within the foregoing limitations. Provision for repayment, by returns from water and power, of sums drawn from Revolving Fund, as established in Section 7.

Each project, as the same may be defined by the board, shall be charged by the board with its cost, which shall include its proper share as fixed by the board of all expenditures from the Water and Power Revolving Fund and the share so charged shall be credited to such revolving fund which shall be replenished, to the extent of the amount so credited, from the proceeds of bonds sold to provide funds for the cost of such project. The board shall establish such rates for the service furnished by each project as in its judgment will pay, within fifty years, such cost thereof, and the expenses of operation, maintenance, depreciation, interest, insurance and reserve for losses; provided that where the rates are intended to

provide for the repayment of expenditures made in acquiring or constructing distributing systems for political subdivisions, they shall be so fixed as in the judgment of the board will repay the amount of such expenditures with interest within twenty-five years. The board may change rates when in its opinion advisable to meet changed conditions and shall always keep its rates as near the amount required to pay such cost and expenses as practicable, and shall fix similar rates under substantially similar conditions.

Sec. 9.

All revenues of the board, except proceeds from the sale of bonds, shall be paid into the state treasury and shall be applied first to payment of the expenses of the board, costs of operation, maintenance, depreciation, insurance and losses, and second, to the payment of interest on and principal of said bonds.

Construction cannot proceed under this act unless commensurate returns are immediately attainable. With these assets in hand, the state is justified in placing its full financial responsibility behind the bonds for such construction. These bonds must be sold in the open market, and for this reason it was both necessary and expedient to put the state's revenues behind them. The state, in turn, is safeguarded by the known, unfailing demand for power and water. Note carefully that state credit is pledged only to the extent of proven water and power assets.

If at any time the moneys in the state treasury applicable to the payment of interest or principal of said bonds, shall be insufficient to pay the same as it falls due, moneys shall be temporarily advanced from the general fund for that purpose, and there is hereby appropriated from the general

fund in the state treasury such sum annually as will be necessary to pay such interest and principal, and there shall be collected each year in the same manner and at the same time as other state revenue is collected such sum in addition to the other revenues of the state as shall be required to pay the sums appropriated for payment of interest and principal as herein provided, and it is hereby made the duty of all officers charged by law with any duty with regard to the levy and collection of said revenue to do and perform each and every act which shall be necessary to collect such additional sum.

All moneys paid from the general fund in the state treasury for principal of or interest on such bonds shall be returned into said general fund out of the revenues of the board as soon as the same become available, together with interest thereon from the several dates of such advances until so returned at the rate of six per cent per annum compounded semi-annually.

Sec. 10.

This appropriation to allow the board to organize and begin operations. To be paid out of returns.

Out of any money in the state treasury not otherwise appropriated, the sum of two hundred and fifty thousand dollars is hereby appropriated to be credited to the board and an equivalent amount shall be returned into the general fund in the state treasury out of the first moneys available in the Water and Power Revolving Fund.

Sec. 11.

The committee may establish such funds in the state treasury as in its judgment may be required to carry out the purposes of this article.

Moneys herein provided for the board

shall be drawn from the treasury by warrants of the controller on demands made by the board and allowed and audited by the State Department of Finance.

The board, the controller, the treasurer and the committee shall keep full and particular account and record of all their proceedings under this article, and shall transmit to the governor annually a report thereof, not less than one thousand copies of which shall be printed, to be by the governor laid before the legislature bi-annually, and all books and papers pertaining to the matters provided for in this article, shall at all times be open to the inspection of any officer or citizen of the state. All accounts of receipts and disbursements shall be audited annually by the State Department of Finance.

As between those otherwise equally entitled localities nearest the source of supply get the first call on water and power. This is the basic principle upon which to settle sectional issues and accusations of water and power "grabbing." It provides the only absolute protection against any one section getting an undue share of the advantages under the system. It is the only possible solution of the problem of allotment. It is fundamentally just. Prior right of state and political subdivisions established.

The state and political subdivisions shall have a preferred right to water and electric energy controlled by the board as against privately owned public utilities selling water or electric energy to the public and no contract or act of the board shall interfere with such preferred right. As between those otherwise equally entitled, the board shall supply water or electric energy to political subdivisions near the source of supply, to the extent of their reasonable needs, in preference to more remote users.

Allowance of sale of limited amount of power to privately owned utilities, to provide for "stand-by" service necessary in all large power operations. This means an interchange of service, in times of break-down, etc. Limitation put at twenty per cent to safeguard against sale of people's power to corporations.

The board shall not supply water to a privately owned public utility for the production of electric energy and shall not supply directly or indirectly to privately owned public utilities which sell electric energy or water to the public more than twenty per cent of the total amount of electric energy or water under its control, and contracts therefor shall not extend over a longer period than five years, or be renewed before one year prior to their expiration. Before making or renewing such a contract, the board shall publish a notice of its intention so to do, at least six days each week for a period of sixty days, in at least one newspaper published and circulated in this state and designated by order of the board for that purpose; and at least thirty days' prior notice shall be mailed to the legislative bodies of all counties and incorporated municipalities and to irrigation districts situate within the territory which, in this opinion of the board, may use such electric energy. Public utilities taking such contracts shall be required to provide the board with standby service at reasonable rates.

Sec. 13.

Full and absolute protection for municipalities or irrigation districts who wish to proceed independently of the system. This section makes it impossible for the board to reserve water which any city or district wishes to use, or to interfere with any natural or vested right of any political subdivision. Local autonomy is one of the foundations of the act.

Nothing contained in this article shall prevent any political subdivision itself, or in co-operation with other political subdivisions, from developing any water or electric energy owned or controlled by it; but plans for any such development hereafter proposed shall be submitted to the board for suggestions and criticism, so that the co-operation of the board may be secured, if practicable, for the fullest development of the proposed project. The board may acquire and develop any such project unless the political subdivision claiming the same shall have adopted plans and estimates for the development and authorized bonds to cover the cost thereof, or shall do so, within two years after the board shall have notified such political subdivision of its readiness to proceed with such development.

Sec. 14.

Equitable method of condemnation provided, with court procedure, just compensation and damages, and trial by jury if desired by adverse party. No water or power system of a political subdivision may be taken without its consent.

In any proceeding in eminent domain brought by the board under the provisions hereof, the determination of the board that the taking of the property described in the complaint is necessary for the purposes hereof, shall be conclusive evidence of such necessity. In any such proceeding the state may take immediate possession and use of any property required for the purposes of this article, by paying into the court such amount of money as the court, upon five days' notice to the adverse party, may determine as reasonably adequate to secure to the owner of the property sought to be taken immediate payment of just compensation for such taking and any damages incident thereto.

In any such proceeding, trial by jury may be demanded and secured by any

party thereto, and any proceeding begun under the provisions of Section 23a of Article XII of this constitution shall be dismissed on the filing therein of a written demand by such party.

Property appropriated to public use may be taken under the power of eminent domain for the purposes hereof, but, except as otherwise herein provided, this article shall not confer power to take the property or works owned or controlled by any political subdivision used or proposed to be used for supplying water or electric energy, or both, without its consent.

Sec. 15.

All public officers, boards, commissions and agencies shall make available to the board all data and information in their possession required by the board, and shall render every assistance in their power in carrying out the provisions of this article.

Sec. 16.

As far as practicable, consistent with the speedy development of its operations, the board shall so shape its plans as to furnish work during periods of unemployment.

Sec. 17.

The term political subdivision, as used in this article, is hereby defined to mean and include any public board, public quasi corporation, public corporation, water district, lighting district, municipal utility district, public utility district, irrigation district, municipal corporation, town, city and county, city or county, having authority to contract for the purchase, sale or use of water, water power, or electric energy, but shall not be construed to include any privately owned public utility.

Sec. 18.

This article is self-executing, but legislation may be enacted in furtherance of its purpose and to facilitate its operation.

Western Union Telegram

Kentfield, Calif. 1210P Aug. 19 1921
Received at 42 SF EG 16

L. C. Davidson,
905 First Nat'l Bank Bldg.,
San Francisco, Calif.

Strongly endorse revised draft of water development amendment as clear in intent and correct in principle.

(signed) WM. KENT.

City of Sacramento,
State of California,
August 16, 1921.

Mr. Rudolph Spreckels,
905 First National Bank Building,
San Francisco, California.

Dear Sir:

I believe that the proposed California Water and Power Act, which represents the combined thought and effort of many of those deeply interested in the future welfare of our State, will be the means of preserving to the people of this State water resources for domestic, irrigation and power purposes, and that the cost of these uses will be reduced to a minimum by the elimination of private profit.

The measure as now drawn amply and properly protects municipalities and other political sub-divisions and insures the proper control over the creation of indebtedness and expenditure of money for the purposes specified.

I wish to express to you my unqualified endorsement of the proposed amendment.

Very truly yours,
(Signed) C. L. SEAVEY,
City Manager.

Mr. Rudolph Spreckels,
First National Bank Bldg.,
San Francisco, California.

Dear Mr. Spreckels:

An inspection of final draft of the Proposed Amendment to the Constitution, which has been designated, "California's Water and Power Act", affords me a great deal of satisfaction. It is an illustration of what can be done when all parties interested are actuated by a desire to further a matter of general public concern without reference to special interests.

There is no question but that the proposed measure will accomplish everything desired by the people interested in State and Municipal betterment and development.

The conditions surrounding the appointment of the Water and Power Board eliminates any possibility of political control. The restrictions surrounding the issuance of bonds will effectually prevent the waste of public money and will fully protect the State against any possible expenditure of public moneys which will in any way effect the taxpayer, and while it is designed to promote general development under State control and ownership, the reservation in Section 14 will prevent any interference by the State in the development of local enterprises by Municipalities and Districts.

Having in view the maximum State and Municipal development of water supply and electrical energy, I do not see how the measure can be improved upon.

Very truly yours,
(signed) ROBT. L. SHINN,
City Attorney.

CHAS. T. PHILLIPS
CONSULTING ENGINEER
SAN FRANCISCO
STREET LIGHTING EXPERT

Statement Respecting the Attitude of Los Angeles on the Power Situation

July 22, 1921.

Mr. Grant M. Lorraine, Secy.,
Southern Section Hydro-Electric Com-
mittee,
California League of Municipalities.
Dear Sir:—

Receipt is acknowledged of your letter of the 19th instant, referring to certain charges being made in the public press regarding Los Angeles and its plans concerning hydro-electric power, and requesting this Board to define the attitude of Los Angeles toward other communities and states, particularly with reference to Colorado River power.

We presume the charges referred to are those evidently inspired by the power company interests, to the effect that Los Angeles proposes to provide for the power requirements of its own inhabitants without regard to the needs of other cities and communities, except on such basis as Los Angeles may dictate.

These charges are false and have been made for the purpose of promoting private interests to their own advantage and profit and, if possible, to defeat or delay the policy of public control.

The people of Los Angeles, as indicated by the provisions of its charter and by their votes and actions in pursuance thereof on numerous occasions, are strongly and unalterably in favor of the principle of municipal and public ownership and operation of power utilities, and we also feel justified in asserting that the great majority of our people believe in this principle and policy, not only for Los Angeles, but for all other municipalities of the state.

The general situation as regards hydro-electric power in California is affected by the fact that private companies are largely in control of the opportunities for development and the instrumentalities for the transmission and distribution of electrical energy. These interests are determined to retain and strengthen such control. As a result of this condition, the efforts of any municipality to put in practice the principle of public ownership

of power supply and distribution are resisted by the companies, and the latter, in order to accomplish and defeat these efforts, seek to array against such municipality other communities of the state. In these circumstances, it is of the utmost importance that we beware of the outcries and counsels of the private interests affected.

The attitude of Los Angeles as regards power development on the Colorado River is expressed in a letter under date of December 16, 1920, signed by the mayor, president of the Board of Public Service Commissioners, Chief Engineer Water Works and Chief Electrical Engineer of that City, to Hon. Arthur P. Davis, Director of the United States Reclamation Service, in which it is stated:

"We firmly believe that the people of Los Angeles would authorize the city to undertake the financing of a major power project on that river, under conditions prescribed by the Government, assuring the city of a share in the power commensurate with its investment, and, at the same time, reserving the privilege for other communities to become participants in the benefits of such development."

For the further information of your Committee on the points covered by your letter, herewith is sent copy of a paper prepared by the Bureau of Power and Light of the City of Los Angeles, entitled "Memorandum of Points regarding the City of Los Angeles and Hydro-Electric Power, with Particular Reference to the Colorado River."

The welfare of Los Angeles is inseparably bound up with the growth and prosperity of the rest of the state, and particularly Southern California, and, on the ground of common aims, ideals and interests, we sympathize with and desire the success of the California League of Municipalities.

Respectfully,
HOWARD ROBERTSON,
President of the Board of Public
Service Commissioners.

Memorandum of Points Regarding City of Los Angeles

Monopoly of Water Power

The records show that the private power companies and not the City of Los Angeles are endeavoring to secure for themselves a practical monopoly of hydro-electric power available for the San Joaquin Valley and Southern California.

Tables published in the Journal of Electricity and Western Industry under date of June 15, 1921, show applications with the Federal Power Commission for power rights in the mountains of California by private electric companies doing business in Southern California and the San Joaquin Valley amounting to 2,572,000 horsepower. The City of Los Angeles also has applications for power development on natural streams in the mountains of California. The amount of power covered by the City's applications, which it is expected will prove susceptible of practical and economical development, equals but 15 per cent of the combined power possibilities of the companies and City, while the population of the City is more than 34 per cent of the population of the San Joaquin Valley and Southern California communities combined.

The filings of the City in portions of the King River Watershed are but tentative and theoretical. It is expected that when surveys and studies are completed, agreements entered into with the irrigators of the San Joaquin Valley and with the National Park Service, that the amount of power found susceptible of practicable development from that source will be less than one-half the theoretical horsepower. Assuming that the total

theoretical horsepower stated in the filings should prove practicable of development, the City's holdings would be but 20 per cent of the total.

It appears, therefore, that instead of the City's seeking to gain a monopoly of the water powers of California, the amounts covered by its filings are but one-half of the reasonable portion which the City should have, in view of its population.

Not only do the private power companies control 85% of the power available from the mountains of California and susceptible of development and use in the San Joaquin Valley and Southern California, but they have in addition filed on practically all of the power opportunities along the Colorado River, excepting in the National Park, from the junction of the Green and Grand Rivers in the central part of Utah to the Gulf of California, including a filing in the proposed Boulder Canyon reservoir site such as to altogether destroy that project of the Government should the company be granted the permits asked for.

City's Condemnation of a Water Right

The City of Los Angeles never has and presumably never will exercise its right of eminent domain for the purpose of condemning and taking away the power supply of another municipality or community.

The City has had for more than ten years a comprehensive plan for the development of hydro-electric power along the Owens River Gorge immediately below its Long Valley reservoir site and the

intentions of the City have been fully known to the private power companies, including the Southern Sierras Power Company, for at least eight years. The City's Long Valley Reservoir, over which it has had control since 1906 as an essential feature of its aqueduct power project, is of sufficient capacity to completely regulate the flow of the Owens River so as to conserve water during years of heavy rainfall and make it available for use during years of light rainfall, thus making possible the most effective and efficient use of that natural resource for the development of power along the Owens River Gorge as well as providing a reliable supply of water for the City's aqueduct.

The Owens River Gorge, which is 17 miles long, is all owned by the City of Los Angeles with the exception of one mile near the center, a former school section, which was purchased by the Mono Power Company of Mr. Edson Adams of Oakland, prior to 1906, for the purpose of developing power. The Mono Power Company has never constructed any power plants and it has been the intention of the City to purchase the property as soon as funds were available for the purpose. In February, 1920, the Southern Sierras Power Company purchased the school section within a few days of the filing by the City of a suit of condemnation of the same and at a time when there was no power plants whatever on the section.

The necessity for the City's controlling the whole Gorge in order to regulate the flow of the stream by the Long Valley Reservoir must be apparent to anyone. Through the regulation of the stream the amount of electrical energy which can be generated and put to beneficial use from the Owens River Gorge will be more than doubled. The City's condemnation proceeding was not instituted, then, for the purpose of merely adding one mile to the

sixteen already controlled by the City, but for the purpose of making possible the proper and efficient development of the whole of the Gorge along which approximately 100,000 horsepower may be developed with proper regulation.

It is further apparent that the Southern Sierras Power Company and not the City was the aggressor and guilty of a great economic wrong by attempting to interfere with the development of a portion of the City's aqueduct power system of long standing. The Railroad Commission of the State of California, recognizing this condition, endeavored to have the City and the company join in a conference for the purpose of an agreement that might permit of the proper development of that valuable natural resource. The efforts of the Railroad Commission, however, were without avail because of the refusal of the power company to enter into conference.

Kinkaid Act

Recognizing the great need for controlling the floods of the Colorado River for the protection of irrigation districts of California, Arizona and Mexico; also, recognizing the possibility of more than doubling the acreage of lands irrigated from the Colorado River, in those districts, by the conservation of flood waters through storage and of developing large quantities of hydro-electric power in connection with such storage, Congress passed a special act known as the Kinkaid Act, appropriating funds and providing for an investigation and report by the Secretary of the Interior on the Colorado River for the accomplishment of the aforesaid purpose, the understanding being that the recommendation should include suggestions regarding the apportionment of benefits and costs of the storage dam and reservoir as between the various communities affected.

Boulder Canyon Project

In response to the special act of Congress, the Director of the United States Reclamation Service has effected a thorough investigation of the river, made report to the Secretary of the Interior, recommending the construction of a high dam in the Boulder Canyon, resulting in the storage of between 26,000,000 and 31,000,000 acre feet of water, as the most practical and economical location for a project for the accomplishment of flood control, additional irrigation and power development. This is true both because of its closeness to the acres to be irrigated and protected from floods and because of its affording the cheapest and best locations for the construction of a dam.

The report of the Director of the Reclamation Service suggests that 10 per cent of the cost of the storage project be apportioned among the districts benefited by flood protection; that 5 per cent be assessed against the area of new land irrigated from stored waters, and that 85 per cent be apportioned among the municipalities and districts desiring to share in the rights for power development resulting from the construction of the proposed dam; also that the final apportionment of such costs and benefits should be determined by the Secretary of the Interior and that the Federal Government should remain in control of the operation of the reservoir indefinitely.

Attitude of the City of Los Angeles

The City of Los Angeles has, and proposes to continue to co-operate in every possible manner with the National Government in its endeavor to consummate the establishment of the proposed Boulder Canyon project for the purpose of flood control, irrigation and electric power for the benefit of each and every

municipality and community to which the same may be available.

The City of Los Angeles is directly interested in the consummation of the Boulder Canyon project only from the standpoint of securing the right to develop its reasonable share of the hydro-electric power. The City is, however, also directly interested in the prosperity of all communities affected and, therefore, in aiding them in securing the desired protection from floods, an ample quantity of water for the irrigation of additional lands and an ample supply of power to meet their respective needs.

The attitude of the City may be expressed best, perhaps, by the following communication addressed to the Director, United States Reclamation Service, in December, last:

Department of Public Service
of the City of Los Angeles,
645 S. Olive Street.

December 16, 1920.

Hon. Arthur P. Davis,
Director, United States Reclamation
Service,
Washington, D. C.

Sir:

The City of Los Angeles is deeply interested in your investigation of the subject of water and power development on the Colorado River, regarding it as a matter directly and vitally affecting, in its possibilities, the prosperity and welfare of California and the whole southwest.

The officials and the people of Los Angeles will, we are confident, specially welcome the opportunity to participate with other cities, districts, and communities in the cost of power development on the Colorado, under a plan or policy established by the United States Government.

Moreover, we firmly believe that the people of Los Angeles would authorize the city to undertake the financing of a major power project on that river, under conditions prescribed by the Government, assuring the city of a share in the power

commensurate with its investment, and, at the same time, reserving the privilege for other communities to become participants in the benefits of such development.

Very truly yours,

MEREDITH P. SNYDER,
Mayor,

HOWARD ROBERTSON,
President of Board of Public
Service Commissioners,

WM. MULHOLLAND,
Chief Engineer of Water Works.

E. F. SCATTERGOOD,
Chief Electrical Engineer.

The City of Los Angeles is unalterably opposed to the attempted monopoly of the Colorado River power by private interests which would place the whole Southwest at the mercy of a gigantic corporation and its corrupting influences.

It is our experience that electric rates sufficiently low to encourage the establishment of important industries and to make practicable the enjoyment of the conveniences that electricity should afford in our domestic and commercial life cannot be secured through private power companies.

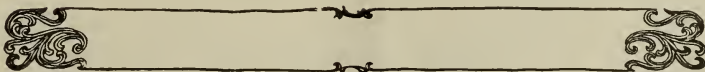
Extent of Present Need for Colorado River Power

The Government's proposed Boulder Canyon project should be pushed to completion as rapidly as possible in order that the three-fold benefits may be realized. The establishment of this project on the Colorado River will provide complete protection from floods, complete conservation and regulation of the flow for the irrigation of additional areas and an amount of power sufficient, in conjunction with further development in the mountains of California, to supply the

growing needs for a number of years.

The total power possibilities of the Colorado River below the junction of the Green and Grand, are undoubtedly sufficient to supply the needs of the states and districts of the Southwest for a generation or more to come, and there appears to be no justification for granting licenses and permits for the development of such enormous amounts of power hastily or at all for several years hence. On the contrary, there is every reason why the states and National Government should withhold permits and licenses, except as may be needed for use from time to time, in the future in order that the states and communities concerned may have opportunity to determine whether or not it will not be greatly to their advantage to develop the power directly, instead of through the agency of private electric companies.

The necessity for feverish haste in the granting of licenses and permits for all of the power projects on the Colorado River is without foundation and the idea is due to the propaganda of private power interests with the hope of gaining a complete monopoly of Colorado River power before the public appreciate what is being done or has opportunity to determine what should be done. There is no occasion for immediate development except in connection with the Boulder Canyon project of the Government; and the power companies, greatly to the detriment of the Southwest, are endeavoring to delay and to confuse the public mind concerning the Boulder Canyon project in order to prevent the public control of any power on the Colorado River.



HEALTH OFFICERS' SECTION

President, WALTER M. DICKIE, M. D., Secretary California State Board of Health.

Vice-President, LUTHER M. POWERS, M. D., Health Commissioner, Los Angeles.

Secretary-Treasurer, F. W. BROWNING, M. D., Health Officer, Hayward, Cal.

Editor, GUY P. JONES, State Board of Health, Sacramento, Cal.

This Department will be conducted regularly each month and will contain news items of interest to health officers.

The Santa Monica Program

The program for the Health Officers' Section of the Convention of the League of California Municipalities, to be held in Santa Monica September 27th to 30th, is published in this issue of Pacific Municipalities. A wide variety of subjects will be presented in the Health Officers' conference.

One of the most important and most interesting papers promises to be that of Dr. Karl F. Meyer, Professor of Research Medicine in the Hooper Foundation for Medical Research, University of California. Dr. Meyer's subject will be "Food Infections and Food Poisoning."

Together with Dr. J. C. Geiger, Epidemiologist with the United States Public Health Service, who will also present an important paper at the conference, and Dr. Ernest C. Dickson of the Stanford University Medical School, he has conducted far-reaching investigations into botulism and other food poisonings. The work of these three men has been carried on largely under a grant made by the National Canner's Association following reports of cases of botulism occurring in persons who had consumed canned ripe olives and spinach. Dr. Meyer's paper will detail some of the most interesting data that has been produced under the investigations referred to. Dr. J. C. Geiger, Epidemiologist with the United States Public Health Service, who has been associated with Dr. Meyer and Dr. Dickson in these investigations will present a paper on the "Features in Epidemiological Investigations of Food Poisoning." Dr. Geiger has done practi-

cally all of the field work connected with the investigations and he is particularly well fitted for presenting the epidemiological features.

Dr. George E. Ebright, president of the State Board of Health, will present a paper upon the "Clinical Differentiation Between Encephalitis and Certain Forms of Food Poisoning." There are many points of similarity in the clinical findings in epidemic encephalitis, botulism and other diseases in which the central nervous system is seriously involved. Dr. Ebright's outline of differentiation will prove of great value and interest to health officers.

These papers, together with an address by Dr. Arthur M. Rogers, Assistant Health Commissioner of Los Angeles, upon "Venereal Disease Control in the Los Angeles City Health Department" will be presented in the first session of the conference on the morning of September 27th. Health officers should plan to be in Santa Monica early on that day in order that they may be present at this important meeting.

"Fish from a Public Health Point of View" will be discussed by Dr. Norman Hendrickson who is in charge of the fish investigations of the National Canner's Association.

Health Centers

One session will be devoted largely to the subject of health centers. Dr. Adelaide Brown of San Francisco, member of the State Board of Health, will present a paper upon "The Relation of the Health Officer to Child Hygiene." Dr. F. W. Browning, secretary of the Health Officers'

Section of the League and health officer at Hayward, will present a paper upon "The Activities of the Health Center." Dr. F. E. Corey, health officer at Alhambra, will give "Some Reasons for Health Centers". The attitude of the nurse toward the health center will be presented in papers by Miss O. C. Shafer, R. N., of Hayward, and Miss Agnes Talcott, Chief Nurse of the Los Angeles City Health Department.

Communicable Diseases

Dr. Robert A. Peers of Colfax, member of the State Board of Health, will speak upon the subject of "The Treatment of Tuberculosis." Miss Amy Steinhart, Chief Children's Agent of the State Board of Control, will have a paper upon "The Health Officer and the Needy Child", with special reference to the tuberculous child. "The Control of Diphtheria" is the subject of a paper by

Dr. H. C. Brown, health officer of San Jose. "Uncommon Forms of Communicable Diseases in California, such as Leprosy, Beri-Beri, Lethargic Encephalitis, Pellagra, Plague and Polionyelitis" will be discussed by Dr. Frank Kelly, epidemiologist of the State Board of Health. Miss Ida May Stevens, assistant epidemiologist of the State Board of Health, will give a paper upon "Morbidity", which will be discussed by Dr. S. Iglick, health officer of Orland. Dr. J. L. Pomeroy, Los Angeles County health officer, will lead the discussion of Dr. Brown's paper on "Diphtheria." Demonstrations on "The Technique of Vaccination" will be given by Dr. Allen F. Gillihan with clinical cases showing the reaction of immunity against smallpox. Demonstrations of the "Shick Test and Active Immunization" will be given by Dr. Kelly.

September 27th to 30th, 1921.

FIRST DAY.

MORNING:

1. ADDRESS.....By Dr. Walter M. Dickie, Secretary, State Board of Health.
2. METHOD OF VENEREAL DISEASE CONTROL BY THE LOS ANGELES CITY HEALTH DEPARTMENT.....By Dr. Arthur M. Rogers, Asst. Health Commissioner, Los Angeles Division of Venereal Control.
Discussion led by.....R. I. Longebaugh, U. S. N., in charge Naval Base, San Pedro.
3. FOOD INFECTIONS AND FOOD POISONING.....By Dr. Karl F. Meyer, Professor of Research Medicine, Hooper Foundation for Medical Research, University of California Consultant in Bacteriology, State Board of Health.
4. FEATURES IN EPIDEMIOLOGICAL INVESTIGATIONS OF FOOD POISONINGS.....
5. CLINICAL DIFFERENTIATION BETWEEN EPIDEMIC ENCEPHALITIS AND CERTAIN FORMS OF FOOD POISONING, NAMELY BOTULISM.....By Dr. George E. Ebright, San Francisco, President, State Board of Health.

AFTERNOON:

6. THE HEALTH OFFICER AND THE NEEDY CHILD..By Miss Amy Steinhart, Sacramento Chief Children's Agent, State Board of Control.

7. TUBERCULOSIS.....By Dr. Robert A. Peers, Colfax.
Member, State Board of Health
8. FISH FROM A PUBLIC HEALTH POINT OF VIEW...By Norman Hendrickson, M. S.,
in charge Fish Investigation
National Canners Association.
9. THE HOUSE FLY.....By Wm. B. Herms, B. S., Con-
sultant in Entomology, State
Board of Health, Berkeley.

SECOND DAY.

MORNING:

11. RULES AND REGULATIONS OF THE STATE BOARD
OF HEALTH FOR THE CONTROL OF COMMUNI-
CABLE DISEASESBy Dr. W. H. Kellogg, Berkeley,
Director Bureau of Communi-
cable Diseases.
- Discussion led by.....Dr. L. M. Powers, Los Angeles
City Health Commissioner.
12. THE CONTROL OF DIPHTHERIA.....By Dr. H. C. Brown, Health
Officer, San Jose.
- Discussion led by.....Dr. J. L. Pomeroy, Los Angeles,
Health Officer, Los Angeles
County.
13. MORBIDITY.....By Miss Ida May Stevens, As-
sistant Epidemiologist, State
Board of Health, San Francisco.
- Discussion led by.....Dr. S. Iglick, Health Officer,
Orland, Cal.
14. UNCOMMON FORMS OF COMMUNICABLE DIS-
EASES IN CALIFORNIA—LEPROSY, BERT-BERT,
LETHARGIC ENCEPHALITIS, PELLAGRA,
PLAGUE, POLIOMYELITIS.....By Dr. Frank Kelly, Epidemi-
ologist, State Board of Health,
San Francisco.

AFTERNOON:

15. MUNICIPAL AUTO CAMPS AND ROADSIDE CAMPS.By E. T. Ross, Chief Sanitary
Inspector, State Board of
Health, Sacramento.
16. SANITATION OF BEACH RESORTS.....By Dr. Irvin L. Magee, Health
Officer, Venice.
17. AUTHORITY OF HEALTH OFFICERS IN THE
ABATEMENT OF NUISANCES.....By John C. MacFarland, Los
Angeles Attorney for State
Board of Health.
18. THE DUTIES AND REQUIREMENTS OF A HEALTH
OFFICER.....By S. F. Butler, Health Officer,
Salinas.

THIRD DAY.

MORNING:

19. Joint Session with the Milk Inspectors' Section of the League of California Municipalities.

AFTERNOON:

20. RELATION OF HEALTH OFFICER TO CHILD HY-
GIENE.....By Dr. Adelaide Brown, San
Francisco, Member State
Board of Health.
21. SOME REASONS FOR HEALTH CENTERS.....By Dr. F. E. Corey, Health
Officer, Alhambra.
22. THE HEALTH CENTER.....By Dr. F. W. Browning, Health
Officer, Hayward.
23. ORGANIZATION OF HEALTH CENTER IN RURAL
DISTRICT.....By Miss O.-C. Schafer, R. N.,
Hayward.
24. RELATION OF PUBLIC HEALTH NURSING TO
COUNTY HEALTH OFFICER.....By Miss Agnes Talcott, Chief
Nurse, Los Angeles City Health
Department.

25. DENTAL HYGIENE IN PUBLIC HEALTH.....By Miss Charlotte Greenhood,
Division of Dental Hygiene,
State Board of Health, San
Francisco.

An evening will be devoted to the showing of PUBLIC HEALTH MOVING PICTURE films which will be open to the general public.

DR. FRANK KELLY, Epidemiologist of the State Board of Health will give DEMONSTRATIONS of the "SHICK TEST and ACTIVE IMMUNIZATION."

There will be a unique DEMONSTRATION by DR. ALLEN GILLIHAN of the TECHNIQUE OF VACCINATION with clinical cases showing the REACTION OF IMMUNITY AGAINST SMALLPOX.

EVERY PHYSICIAN SHOULD MAKE A SPECIAL POINT TO ATTEND THESE
IMPORTANT DEMONSTRATIONS.

PROGRAM:

CLERKS, AUDITORS AND ASSESSORS

1. WELCOME TO SANTA MONICA.....Frank J. Townsend, Commissioner
of Finance, Santa Monica, Cal.
2. THE SCIENTIFIC ASSESSING OF IMPROVEMENTS
ON REAL PROPERTY.....H. L. Moody, Assessor, San Diego,
Cal.
3. KEEPING THE RECORDS OF VITAL STATISTICS..C. L. Biebel, City Clerk and
Assessor, Daly City, Cal.
4. THE SCIENCE OF FILING.....Charles H. Victor, San Francisco,
Cal.
5. WHAT SHOULD GO INTO THE MINUTES OF A
CITY CLERK.....Symposium.
6. THE VALUE OF PUBLICITY TO ORDINANCES
PASSED.....F. Merritt, Deputy City Clerk,
Oakland, Cal.
7. THE AUDITOR AS A COST ACCOUNTANT FOR
MUNICIPAL CLAIMS.....H. Williams, Auditor, Oakland,
Cal.
8. COURTESY AS A MUNICIPAL ASSET.....W. E. Varcoe, City Clerk, Ala-
meda, Cal.
9. THE CLEARING HOUSE.
10. RECENT IMPROVEMENTS BY THE LEGISLATURE
UNDER THE STREET IMPROVEMENT ACT OF
1911.....D. J. Hall, City Attorney, Rich-
mond, Cal.

City Clerks will adjourn to the meeting of the City Attorney's Department for the hearing of the paper prepared by D. J. Hall, City Attorney of Richmond.

PROGRAM

(in part)

FOR THE MAIN BODY

LEAGUE OF CALIFORNIA MUNICIPALITIES

23rd Annual Convention at Santa Monica
Sept. 27, 1921.

- THE HARE SYSTEM OF PROPORTIONAL REPRESENTATION. (A practical demonstration.).....M. J. Desmond, City Clerk of
Sacramento.
- THE ALAMEDA CITY HEALTH CENTER.....Dr. A. Hieronymus, Health Officer
of Alameda.
- ACCIDENTS, THEIR CAUSE AND PREVENTION.....Ivan Kelso, Attorney for the
Automobile Club of Southern
California.
- REPORT OF THE LEAGUE'S LEGISLATIVE COMMITTEE.....D. J. Hall, Chairman, City Attor-
ney of Richmond.
- THE SUCCESS OF THE MUNICIPAL RAILWAYS OF
SAN FRANCISCO.....Paul J. Ost, Assistant City Engi-
neer of San Francisco.
- PAVEMENTS FOR CITY STREETS.....C. C. Kennedy, City Engineer of
San Anselmo.
- RECENT AMENDMENTS TO THE LOCAL IMPROVE-
MENT ACT OF 1901.....Hugh R. Osburn, City Attorney
of King City.

WHAT OUR PACIFIC COAST CITIES ARE DOING

COALINGA—A new 60 horse-power gasoline pump has been installed on the second well of the city water plant. This pump will eliminate possibility of a water supply shortage.

CORONA—Attorney H. K. Stahl was appointed city attorney at the August 2 session of the city council.

COLTON—The Board of Trustees of Colton are considering an ordinance restricting the size of houses within certain boundaries. It is proposed to make the minimum size of houses within this district five rooms in order to discourage the building of shacks.

FOWLER—The street paving which will cost about \$53,000 is about finished. This will connect the town with the county highways.

FULLERTON—The voters of Fullerton have approved a \$280,000 bond issue which will provide for additional reservoir capacity and a new distributing system for the municipal water plant.

FILLMORE—The Board of Trustees is contemplating employing a night watchman.

FRESNO—The new administration of this city has discovered \$239,000 in the city treasury which the old administration seems to have known nothing about. It is a fine thing to have this amount of surplus on hand but it does not speak very well for the present system of bookkeeping. It is claimed, however, by the auditors that the condition of this fund appeared on their reports.

LOS ANGELES—A movement against the one-man street cars has been started in this city. Initiative petitions backed by the Anti-One-Man-Car Association are being circulated which proposes an ordinance prohibiting the operating of the one-man car. A considerable to-do is going on in this city over the sale of the Municipal Harbor Bonds by private unadvertised sale so much under par by which some \$500,000 of the taxpayers money was thrown away.

OJAI—We have with us a brand new municipality. The citizens of Ojai recently voted in favor of incorporation.

OAKLAND—A harbor commission is created under the merger charter draft being prepared by the Board of Freeholders.

PASADENA—City Manager C. W. Koerner and the Board of City Directors are considering ruling the jitney business out of Pasadena. It is suggested that the Pacific Electric Company will grant a 5-cent local fare and universal transfers if this is done.

PARLIER—A movement is on foot to incorporate the town of Parlier. This action shows the proper progressive spirit.

RIVERSIDE—The tax rate for Riverside has been tentatively fixed at \$1.84. This is 24 cents higher than last year, but there is possibility of further reduction.

SAN FRANCISCO—The new license ordinance imposing a fee on professional men and others engaged in personal services has proven a great success financially. For the last fiscal year which is the first of its operation, the Tax Collector's report shows that \$789,838.70 was collected under this ordinance and this figure is about \$90,000 in excess of what the framers of the ordinance anticipated.

The heaviest contributors under the new license ordinance are the owners of commercial vehicles. The next heaviest contributors are the restaurants which paid \$65,948 into the city treasury. Following them are the soft drink establishments with \$45,692; auto repair shops with \$45,280; lawyers with \$27,834; physicians with \$21,240; dentists with \$12,822, etc.

VISALIA—A movement is on foot here to provide for the municipal control of city garbage. It is claimed that the city is much in need of a municipal dumping ground.

WHITTIER—This city has passed an ordinance to prohibit loafing on the streets; to prohibit street speaking or hawking on the business streets and to prohibit parking autos in business alleys. Bids will soon be called for for paving about a mile of streets and a number of alleys; a little later about four miles of streets will be paved with 6-inch cement concrete. The work of improving the water system is just being completed at a cost of nearly \$300,000. Simon J. Murphy, Jr. recently presented to Whittier as a gift a 50 bed, class "A" hospital as a memorial to his father who made a fortune in citrus fruits and oil at Whittier. The hospital building and nurses home cost upwards of \$200,000 and are located in a city park.

TITLES OF NEW ORDINANCES RECEIVED

Amendment to Ordinance No. 286 (New Series) amending Sections No. 1, 2 and 3, Ordinance No. 142 (New Series), Portland.

Block 331, an ordinance providing for the purchase of and transferring of funds to the Park Exposition Fund for the purpose of completing the purchase. No. 210, Modesto.

Boxing Contests, an ordinance regulating permits, license fee and penalties for violation of the ordinance No. 99, Santa Maria.

Building Code, an ordinance amending Ordinance No. 1312, of Pasadena.

Drayage, regulating fee of, ordinance amending. No. 203, Merced.

Fire District, an ordinance creating an extended. No. 143, Burlingame.

Gasoline, an ordinance regulating the keeping, storage or use of, in any private or public garage. No. 209, Modesto.

Gasoline, benzine or other petroleum products, etc., regulating the storage and use of, excepting clothes cleaning establishments and public and private garages from the provisions and penalties hereof. No. 208, Modesto.

Intoxicating Liquors for Beverage Purposes, prohibiting the sale, gift, storage, manufacture, transportation, unlawful possession, importation or exportation of intoxicating liquors for beverage purposes and regulating all other traffic in such liquors and providing penalties for violation thereof. No. 216, Redwood City.

Meter or Device, an ordinance making it unlawful and a misdemeanor for any person, firm, association or corporation to erect, construct or maintain same for the measuring of water to be consumed by any person, firm or corporation within the city. No. 744, Stockton.

Residence District, an ordinance creating. (Six sections). No. 142, Burlingame.

Salaries, ordinance regulating the compensation of the city officials and authorizing the employment of certain employees. No. 460, Glendale.

Sheep or Goats, an ordinance prohibiting the driving of, through or upon the streets of the city. No. 116, Roseville.

Water Mains and the Establishment of Liens for the Cost Thereof, an ordinance amending Ordinance No. 1608 relating thereto. No. 1927, Pasadena.

FOR SALE

The City of Los Banos has for sale machinery, pumps, motors, engine, boiler, switchboards, tower and other appliances necessary to equip and operate a water distributing system. The same may now be seen in operation. This is an opportunity for any small city contemplating installing a water system to procure the equipment at a reasonable price.

Write City Clerk, Los Banos for information.

**FAIRCHILD-GILMORE
WILTON CO.**

Paving Contractors

**Rooms 394-6-8
Pacific Electric Building
Los Angeles**

EDWARD GLASS

CONSULTING ARCHITECT

SPECIALIZES ON

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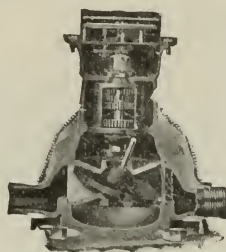
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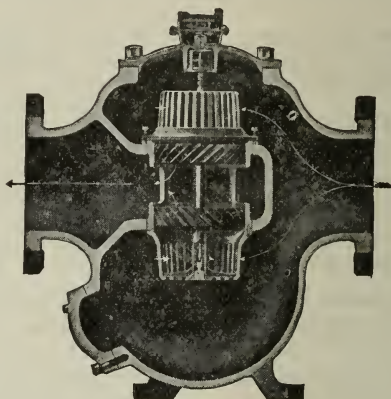
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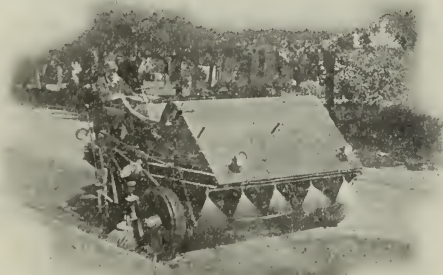
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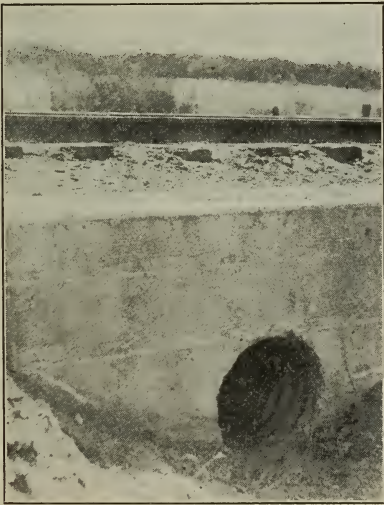
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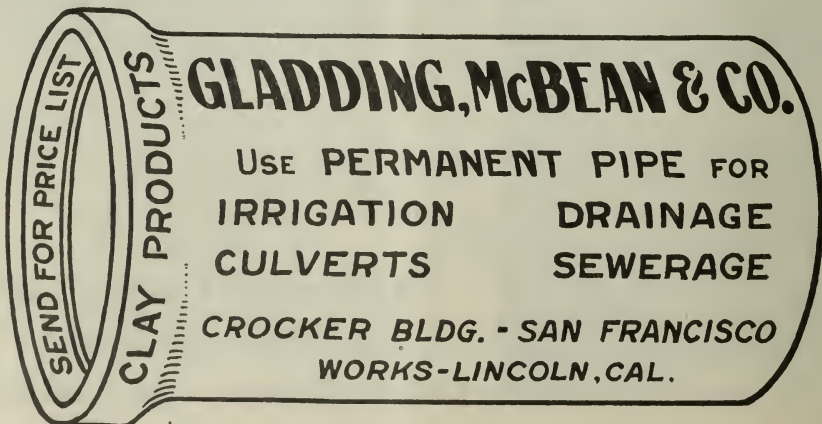
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Pacific Municipalities

AND COUNTIES

A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

OFFICIAL PROGRAM

Twenty-third Annual Convention

League of California Municipalities

Santa Monica, September 27-30, 1921

LEADING ARTICLES IN THIS ISSUE

Program, Twenty-Third Annual Convention of the League of California Municipalities	325
The Municipal Development of Harbors and Docks with Particular Reference to Portland	337
Program, Annual Conference of State, County and Municipal Health Officers.....	329

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Pacific Municipalities

AND COUNTIES

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California,
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VOL. XXXV TWENTY-THIRD YEAR No. 9

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Address all Communications to "PACIFIC MUNICIPALITIES," Pacific Building
San Francisco, California

SEPTEMBER, 1921

NOTICE—Every city belonging to the League of California Municipalities is entitled to a copy
of this magazine for each of its officials without extra charge. If not received kindly notify the
Secretary.

A. Carlisle & Co., Printers, San Francisco

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A Plan to Reduce the High Cost of Electricity.....	349
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Main Street, looking west from Fourth Street toward Third Street, Woodland, California.

This pavement was constructed in 1916 by the Clark & Henery Construction Company, and consists of a 4-inch Asphaltic concrete base and 2-inch Asphaltic concrete surface. There has been no money spent on this street for maintenance, and the condition today is excellent.

This picture was taken in May, 1921.

Asphaltic Concrete Withstands Heat

Correctly laid Asphaltic concrete pavement is not affected by hot weather. It remains smooth and true to grade through the hottest summer days, neither rutting nor buckling.

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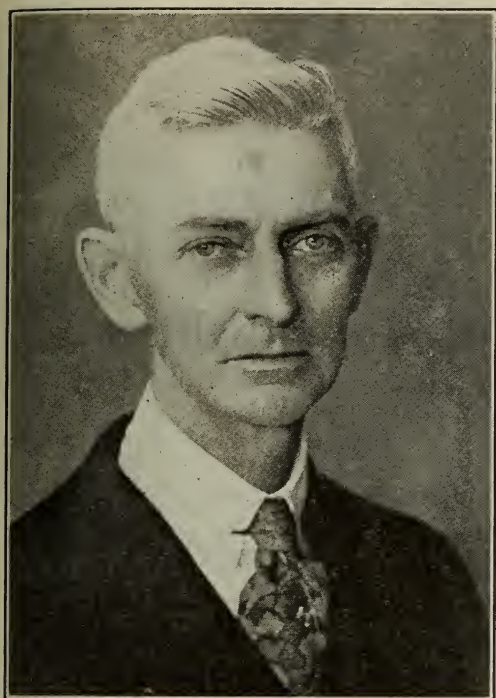
Years of successful service in many communities where summer temperatures are consistently over 100° F. have proved this important property of Asphaltic concrete. This has led to its constantly increasing popularity in such communities and to its increasing use by construction engineers.

Asphaltic concrete can be opened to traffic within twenty-four hours after it is laid. This means economy in time. The continuous use of bad detours and deflection of business away from streets that are being paved is avoided.

Use Asphaltic concrete for durability, low maintenance cost and reasonable first cost.

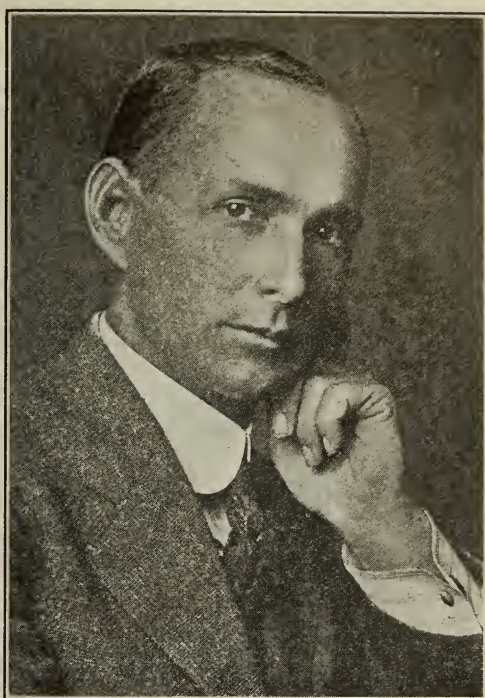
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SAMUEL L. BERKLEY

MR. SAMUEL L. BERKLEY, Commissioner of Public Safety, ex-officio Mayor, was elected to this office in December, 1915, having served one full term of four years and having been re-elected in December, 1919, for four years more. Under the charter Mr. Berkley, in addition to being ex-officio Mayor, is the active head of the Police, Fire, Health and Building Departments. Under his administration, numerous improvements have been made giving better fire and police protection, and the Health Department has added many modern improvements increasing its efficiency. The permits taken out through the Building Department this year have amounted to \$1,658,395 since the first of January, and a very comprehensive building ordinance has been introduced through this department and is now in operation in the city of Santa Monica.



WILLIAM H. CARTER

MR. WILLIAM H. CARTER, Commissioner of Public Works, was elected in December, 1915, for a term of two years, and in 1917 was re-elected for four years. The various departments under Mr. Carter are: Streets, Water, Parks, Sewer, Cemetery, Lighting, all Public Buildings and City Yards, etc. A survey of our city by the delegates at the coming convention will show what Mr. Carter has accomplished along the lines of better streets, better and more parks, and the replanning and laying out of the cemetery. The Water Works Department has been operated under his supervision in a very efficient manner and a recent letter filed with the City Council by a prominent engineer who was spending his vacation in Santa Monica shows what the electrolithic sewage disposal plant is doing. Mr. Carter will speak before the convention on "Santa Monica, and What It Is Doing from a Public Works Standpoint."

Official Call of the Convention
League of California Municipalities

*To all City Councilmen and other officials
of the Cities and Towns of California:*

Notice is hereby given that the twenty-third Annual Convention of the LEAGUE OF CALIFORNIA MUNICIPALITIES will be held at Santa Monica, Cal., September 27th to 30th, 1921.

All cities and towns in the state are urgently requested to send representatives to this meeting, as several matters of vital importance to municipalities are coming up for consideration.

The people of Santa Monica are making elaborate preparations for the occasion, in order that it may not only be enjoyable for those who attend but also result in much good to the cause of better government.

It is earnestly hoped that every incorporated city and town will be represented at this meeting.

Respectfully,

CHARLES E. HEWES,
President.

WM. J. LOCKE,
Executive Secretary.

PROGRAM

Twenty-third Annual Convention

of the

LEAGUE OF CALIFORNIA MUNICIPALITIES

to be held at

Santa Monica, Cal., September 27-30, 1921

MONDAY, SEPTEMBER 26, 1921

Special Preliminary Program

AT 1:00 O'CLOCK P. M.

Under the Auspices of the

City Attorneys' Association

of Southern California

Automobile Drive to the Los Angeles Hydro-Electric
Power Plants

Starting from the City Hall, Los Angeles

at 1:00 o'Clock P. M. Sharp

City officials arriving Monday morning on the Owl or Lark, may leave their hand baggage in the Los Angeles Public Service Building, across the street from the City Hall. Dinner will be served before returning in the evening.

In view of the importance of the question of hydro-electric power development, all delegates who can possibly make this trip are urged to do so.

DELEGATES' HEADQUARTERS WHILE IN LOS ANGELES

The Public Service Department of the City of Los Angeles has placed Room 802, Public Service Building, at the disposal of delegates, where mail may be sent and appointments made. A stenographer will be at the service of visiting city officials.

The Program as Arranged
is Subject to Change by the Convention

IMPORTANT NOTICE**TO ALL SPEAKERS****THIS CONVENTION WANTS IDEAS, NOT WORDS**

In order to secure the full benefit of our annual meetings, it is absolutely necessary that the leading speakers condense their ideas in the fewest possible words, for the reason that the greatest value is derived from the discussions which follow.

Speakers are requested not to read from manuscript, but talk from notes.

Each leading speaker may submit a typewritten copy of his address to the reporter, in the form he desires it to be published, but unless the matter be of unusual importance, leading speakers should not consume more than fifteen minutes in introducing the subject.

PRESIDING OFFICERS WILL ENFORCE THIS RULE STRICTLY.

TUESDAY MORNING, SEPTEMBER 27, 1921

9:30 o'Clock A. M. Sharp

ENTIRE BODY, MEETING IN THE AUDITORIUM

OPENING ADDRESS.....	Charles E. Hewes, City Manager of Long Beach, President of the League of California Municipalities.
WELCOME TO SANTA MONICA.....	Hon. S. L. Berkley, Mayor.
FIVE-MINUTE RESPONSES.....	Samuel Cary Evans of Riverside, Former President of the League. Frank V. Cornish of Berkeley, President of the City Attorneys' Association of Northern California. Dr. Walter M. Dickie, Secretary of the State Board of Health. Samuel Greene, of the California Dairy and Milk Inspectors.
INTRODUCTION OF DELEGATES	
Each delegate, in turn, will arise and announce his name, office, and the city he represents.	
REPORT OF EXECUTIVE SECRETARY.	
REPORT OF SECRETARY-TREASURER.	
THE CIVIC DUTIES OF AN AMERICAN CITIZEN.....	Edwin A. Cottrell, Department of Political Science, Stanford University.
BUDGET.....	Ray L. Riley, State Controller.

TUESDAY AFTERNOON, SEPTEMBER 27, 1921

2 o'Clock P. M.

BEFORE THE ENTIRE BODY

REPORT OF THE LEGISLATIVE COMMITTEE OF THE LEAGUE.....	D. J. Hall, City Attorney of Richmond, Chairman.
A PRACTICAL DEMONSTRATION OF THE HARE PROPORTIONAL REPRESENTATION SYSTEM OF VOTING, AS USED IN SACRAMENTO.....	M. J. Desmond, City Clerk of Sacramento.

TUESDAY EVENING, SEPTEMBER 27, 1921

RECEPTION AND BALL AT THE NEW MUNICIPAL AUDITORIUM

WEDNESDAY MORNING, SEPTEMBER 28, 1921

9:30 o'Clock A. M.

BEFORE THE DEPARTMENT OF ENGINEERS, COUNCILMEN, STREET
SUPERINTENDENTS AND CITY MANAGERS

THE ALAMEDA CITY HEALTH CENTER, ITS HISTORY AND ACHIEVEMENTS.....	D. J. Hall, City Attorney of Richmond, Chairman.
PAVEMENTS FOR CITY STREETS.....	C. C. Kennedy, formerly City Engineer of Berkeley, Specialist in Municipal Engineering.

WEDNESDAY MORNING, SEPTEMBER 28, 1921

DEPARTMENT OF CITY ATTORNEYS

Hon. A. A. Weber, City Attorney of Santa Monica, Presiding.

RECENT AMENDMENTS TO THE LOCAL IMPROVEMENT ACT OF 1901.....	Hugh R. Osborn, City Attorney of King City.
THE RIGHTS OF A CITY IN PURCHASING SUPPLIES.....	J. W. Coleberd, City Attorney of South San Francisco.
THE RIGHT TO ESTABLISH SET-BACK LINES UNDER POLICE POWER.....	Wm. J. Locke, Executive Secretary of the League.

WEDNESDAY AFTERNOON, SEPTEMBER 28, 1921

BEFORE THE ENTIRE BODY

POSSIBILITIES OF HYDRO-ELECTRIC POWER DEVELOPMENT IN CALIFORNIA	C. W. Koiner, City Manager of Pasadena; and R. W. Hawley, formerly Chief Hydraulic Engineer with the Railroad Commission.
---	--

Illustrated with Stereopticon Views.

REPORT OF THE SPECIAL COMMITTEE
appointed at Sacramento, on the question of submitting an initiative measure on hydro-electric water-power development.

WEDNESDAY EVENING, SEPTEMBER 28, 1921

BEFORE THE ENTIRE BODY

SELECTION OF THE NEXT PLACE OF MEETING

THURSDAY MORNING, SEPTEMBER 29, 1921

9:30 o'Clock A. M.

BEFORE THE MAYORS, ENGINEERS, COUNCILMEN, STREET SUPERINTENDENTS
AND CITY MANAGERS

ACCIDENTS, THEIR CAUSE AND PREVENTION.....	Ivan Kelso, Associate Counsel of the Automobile Club of Southern California.
THE SAN PABLO FILTER PLANT.....	Harry Reinhardt, Assistant Chief Engineer, East Bay Water Company.

PACIFIC MUNICIPALITIES

THURSDAY MORNING, SEPTEMBER 29, 1921

DEPARTMENT OF CITY ATTORNEYS

Program by the City Attorneys' Association
of Southern California

ELECTION OF OFFICERS.

ADJOURNMENT.

THURSDAY AFTERNOON, SEPTEMBER 29, 1921

2 o'Clock P. M.

BEFORE THE ENTIRE BODY

SANTA MONICA, AND WHAT WE ARE DOING
FROM A PUBLIC WORKS STANDPOINT.....

William H. Carter, Commissioner
of Public Works of Santa Mon-
ica.

ELECTION OF OFFICERS.
UNFINISHED BUSINESS.
NEW BUSINESS.
ADJOURNMENT.

PROGRAM

for the

Annual Conference of State, County and Municipal Health Officials,
to Be Held in Conjunction With the Annual Convention
of the League of California Municipalities.

September 27th to 30th, 1921

FIRST DAY

MORNING:

1. ADDRESS.....By Dr. Walter M. Dickie, Secre-
tary, State Board of Health.
2. METHOD OF VENEREAL DISEASE CONTROL
BY THE LOS ANGELES CITY HEALTH DE-
PARTMENT.....By Dr. Arthur M. Rogers, Asst.
Health Commissioner, Los An-
geles Division of Venereal
Control.
Discussion led by.....R. I. Longebaugh, U. S. N., in
charge Naval Base, San Pedro.
3. FOOD INFECTIONS AND FOOD POISONING.....By Dr. Karl F. Meyer, Professor
of Research Medicine, Hooper
Foundation for Medical Re-
search, University of California;
Consultant in Bacteriology,
State Board of Health.
4. FEATURES IN EPIDEMIOLOGICAL INVESTI-
GATIONS OF FOOD POISONINGS.....
5. CLINICAL DIFFERENTIATION BETWEEN EPI-
DEMIC ENCEPHALITIS AND CERTAIN
FORMS OF FOOD POISONING, NAMELY,
BOTULISM.....By Dr. George E. Ebright, San
Francisco, President State
Board of Health.

AFTERNOON:

6. THE HEALTH OFFICER AND THE NEEDY CHILD.....By Miss Amy Steinhart, Sacramento, Chief Children's Agent, State Board of Control.
7. TUBERCULOSIS.....By Dr. Robert A. Peers, Colfax, Member, State Board of Health.
8. FISH FROM A PUBLIC HEALTH POINT OF VIEW.....By Norman Hendrickson, M. S., in charge Fish Investigation, National Canners Association.
9. THE HOUSE FLY.....By Wm. B. Herms, B. S., Consultant in Entomology, State Board of Health, Berkeley.

SECOND DAY**MORNING:**

11. RULES AND REGULATIONS OF THE STATE BOARD OF HEALTH FOR THE CONTROL OF COMMUNICABLE DISEASES.....By Dr. W. H. Kellogg, Berkeley, Director Bureau of Communicable Diseases.
Discussion led by.....Dr. L. M. Powers, Los Angeles City Health Commissioner.
12. THE CONTROL OF DIPHTHERIA.....By Dr. H. C. Brown, Health Officer, San Jose.
Discussion led by.....Dr. J. L. Pomeroy, Los Angeles, Health Officer, Los Angeles County.
13. MORBIDITY.....By Miss Ida May Stevens, Assistant Epidemiologist, State Board of Health, San Francisco.
Discussion led by.....Dr. S. Iglick, Health Officer, Oakland, Cal.
14. UNCOMMON FORMS OF COMMUNICABLE DISEASES IN CALIFORNIA—LEPROSY, BERIBERI, LETHARGIC ENCEPHALITIS, PELLAGRA, PLAGUE, POLIOMYELITIS.....By Dr. Frank Kelly, Epidemiologist, State Board of Health, San Francisco.

AFTERNOON:

15. MUNICIPAL AUTO CAMPS AND ROADSIDE CAMPS.....By E. T. Ross, Chief Sanitary Inspector, State Board of Health, Sacramento.
16. SANITATION OF BEACH RESORTS.....By Dr. Irvin L. Magee, Health Officer, Venice.
17. AUTHORITY OF HEALTH OFFICERS IN THE ABATEMENT OF NUISANCES.....By John C. MacFarland, Los Angeles, Attorney for State Board of Health.
18. THE DUTIES AND REQUIREMENTS OF A HEALTH OFFICER.....By S. F. Butler, Health Officer, Salinas.

THIRD DAY**MORNING:**

19. Joint Session with the Milk Inspectors' Section of the League of California Municipalities.

AFTERNOON:

20. RELATION OF HEALTH OFFICER TO CHILD HYGIENE.....By Dr. Adelaide Brown, San Francisco, Member State Board of Health.

PACIFIC MUNICIPALITIES

21. SOME REASONS FOR HEALTH CENTERS.....By Dr. F. E. Corey, Health Officer, Alhambra.
22. THE HEALTH CENTER.....By Dr. F. W. Browning, Health Officer, Hayward.
23. ORGANIZATION OF HEALTH CENTER IN RURAL DISTRICT.....By Miss O. C. Schafer, R. N., Hayward.
24. RELATION OF PUBLIC HEALTH NURSING TO COUNTY HEALTH OFFICER.....By Miss Agnes Talcott, Chief Nurse, Los Angeles City Health Department.
25. DENTAL HYGIENE IN PUBLIC HEALTH.....By Miss Charlotte Greenhood, Division of Dental Hygiene, State Board of Health, San Francisco.

An evening will be devoted to the showing of PUBLIC HEALTH MOVING PICTURE films, which will be open to the general public.

DR. FRANK KELLY, Epidemiologist of the State Board of Health, will give DEMONSTRATIONS of the "SHICK TEST and ACTIVE IMMUNIZATION."

There will be a unique DEMONSTRATION by DR. ALLEN GILLIHAN of the TECHNIQUE OF VACCINATION with clinical cases showing the REACTION OF IMMUNITY AGAINST SMALLPOX.

EVERY PHYSICIAN SHOULD MAKE A SPECIAL POINT TO ATTEND THESE IMPORTANT DEMONSTRATIONS.

PROGRAM

Clerks, Auditors and Assessors

1. WELCOME TO SANTA MONICA.....Frank J. Townsend, Commissioner of Finance, Santa Monica, Cal.
2. THE SCIENTIFIC ASSESSING OF IMPROVEMENTS ON REAL PROPERTY.....H. L. Moody, Assessor, San Diego, Cal.
3. KEEPING THE RECORDS OF VITAL STATISTICS.....C. L. Biebel, City Clerk and Assessor, Daly City, Cal.
4. THE SCIENCE OF FILING.....Charles H. Victor, San Francisco, Cal.
5. WHAT SHOULD GO INTO THE MINUTES OF A CITY CLERK.....Symposium.
6. THE VALUE OF PUBLICITY TO ORDINANCES PASSED.....F. Merritt, Deputy City Clerk, Oakland, Cal.
7. THE AUDITOR AS A COST ACCOUNTANT FOR MUNICIPAL CLAIMSH. Williams, Auditor, Oakland, Cal.
8. COURTESY AS A MUNICIPAL ASSET.....W. E. Varcoe, City Clerk, Alameda, Cal.
9. THE CLEARING HOUSE.
10. RECENT IMPROVEMENTS BY THE LEGISLATURE UNDER THE STREET IMPROVEMENT ACT OF 1911.....D. J. Hall, City Attorney, Richmond, Cal.

City Clerks will adjourn to the meeting of the City Attorneys' Department for the hearing of the paper prepared by D. J. Hall, City Attorney of Richmond.

PROGRAM

For the Annual Meeting of the
Association of Dairy and Milk Inspectors

TUESDAY, SEPTEMBER 27, 1921

10:00 A. M.—12:30 P. M.

GENERAL SESSION WITH LEAGUE OF MUNICIPALITIES

ADDRESS OF WELCOME.

REPLY TO ADDRESS OF WELCOME ON BEHALF
OF ASSOCIATION OF DAIRY AND MILK IN-
SPECTORS.....

Sam H. Greene, Secretary Cali-
fornia Dairy Council, San
Francisco.

PRESIDENT'S ADDRESS.....

A. L. O'Bannion, Health Officer,
Santa Barbara.

SECRETARY'S ANNOUNCEMENTS.....

G. K. Cooke, City Milk Inspector,
Health Department, Berkeley.

2:00 P. M.—5:00 P. M.

FACTORS TO BE CONSIDERED IN HANDLING A
LARGE DAIRY HERD.....

Maynard Rosenberger, Superin-
tendent of Adohr Stock Farm,
Van Nuys.

THE DEVELOPMENT OF A MODERN MARKET
MILK SUPPLY.....

H. E. Torgersen, Consulting Mar-
ket Milk Specialist, San Fran-
cisco.

THE MILK CONTEST AS A FACTOR IN IMPROVING
THE QUALITY OF THE PUBLIC MILK SUPPLY.....

R. J. Posson, Market Milk Spe-
cialist, Division of Animal In-
dustry, United States Depart-
ment of Agriculture, Salt Lake
City, Utah.

LABORATORY ANALYSIS OF MILK IN A LARGE
CITY.....

DEMONSTRATION OF THE IMMERSION REFRA-
CTOMETER.....

C. C. Wing, City Veterinarian,
Oakland.

WEDNESDAY, SEPTEMBER 28, 1921

9:30 A. M.—12:30 P. M.

STANDARDIZATION OF MILK INSPECTION
SERVICE.....

John Hay, Market Milk Special-
ist, State Department of Agri-
culture, Sacramento.

MILK BACTERIOLOGY AND CULTURED MILKS.....

J. I. Moyse, Bacteriologist, Los
Angeles Creamery Company,
Los Angeles.

CONTACT CONTAMINATION OF MARKET MILK.....

J. G. Jackley, Assistant Chief,
Division of Animal Industry,
State Department of Agricul-
ture, Sacramento.

REPORT OF COMMITTEE ON SCORE CARD
REVISION.....

G. K. Cooke, City Milk Inspector,
Health Department, Berkeley.

PACIFIC MUNICIPALITIES

2:00 P. M.—5:00 P. M.

"SIGHT-SEEING TRIP"

Committee in Charge:

J. P. Bushong, City Veterinarian, Los Angeles.

E. M. Keef, Deputy State Veterinarian, State Department of Agriculture,
Sacramento.

C. F. Huddleston, Milk Inspector, Pasadena.

THURSDAY, SEPTEMBER 29, 1921

9:30 A. M.—12:30 P. M.

SUPERVISION OF THE MANUFACTURE OF MILK
PRODUCTS.....Hugh G. Asselstine, Factory In-
spector, State Department of
Agriculture, Sacramento.THE RESULT OF CO-OPERATION BETWEEN AS-
SOCIATED MILK PRODUCERS AND INSPECTION
SERVICES.....Douglas Young, Manager Milk
Producers Association, San
Diego.THE STRUCTURE AND EQUIPMENT OF THE
MODERN MILK PLANT.....C. L. Roadhouse, Professor of
Dairy Industry, University of
California, Davis.

2:00 P. M.—5:00 P. M.

THE ECONOMIC ADVANTAGES OF MILK INSPEC-
TION.....B. H. Rawl, California Central
Creamery Company, San Fran-
cisco. Former Chief of the
United States Dairy Division,
Bureau of Animal Industry.

PASTEURIZATION.....

W. H. Stabler, Superintendent
Crescent Creamery Company,
Los Angeles.THE NUTRITIONAL VALUE OF MILK AND COM-
MERCIAL MILK PRODUCTS.....M. E. Jaffa, Professor of Nutri-
tion, University of California,
Berkeley.

FRIDAY, SEPTEMBER 30, 1921

9:30 A. M.—12:30 P. M.

MEETING WITH HEALTH OFFICERS' SECTION

STANDARDS AND REQUIREMENTS GOVERNING
GOAT DAIRIES.....J. P. Bushong, City Veterinarian,
Los Angeles.

THE BABY'S DIET.....

Oscar Reiss.

THE EVOLUTION OF THE MILK BOTTLE.....

H. E. Baldringer, Superintendent
Arden Dairy, El Monte.THE INCIDENCE OF BOVINE TUBERCULOSIS AND
ITS CONTROL.....J. P. Iverson, Chief Division of
Animal Industry, State Depart-
ment of Agriculture, Sacra-
mento.

2:00 P. M.—5:00 P. M.

BUSINESS MEETING.
ELECTION OF OFFICERS.

OFFICERS

DR. A. L. O'BANNION.....	President
Santa Barbara, California.	
DR. D. W. McNAIR.....	First Vice-President
Saratoga, California.	
MR. C. F. HUDDLESTON.....	Second Vice-President
Pasadena, California.	
DR. G. K. COOKE.....	Secretary and Treasurer
Berkeley, California.	

ANNOUNCEMENTS

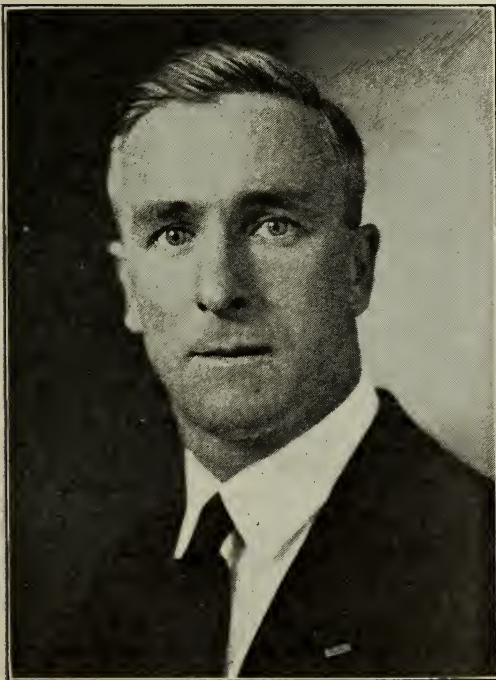
Anyone interested in improved methods for the production and distribution of milk is eligible to associate membership, and will be welcomed at the meeting.

Special convention rates will be given all delegates at leading hotels.

REGISTRATION OF DELEGATES

IN THE MUNICIPAL AUDITORIUM

Delegates Will Secure Their Badges as They Register



FRANK J. TOWNSEND

Commissioner of Finance Departments
Santa Monica, Cal.

MR. FRANK J. TOWNSEND, Commissioner of Finance, was elected for four years in December, 1917. The departments under his control are: Treasurer's, Clerk's, Assessor's, Tax and License Collector's. These departments have, during Mr. Townsend's term of office, been segregated in one large room in the City Hall, allowing an interchange of clerical help in the various seasons in which additional help would be needed in some of the departments. This has also reduced the operation of these departments to a minimum and has given the general public more efficient service. A general license tax which was protested against by the merchants at first is now in operation for the second year and most of the opposition has died out. Among the improvements that Mr. Townsend has installed might be mentioned a street improvement bond register, combining the full description of each bond, the amounts of the principal and interest payments, and the filing of the coupons and bonds after they are paid.

Constitution of the League

ADOPTED BY UNANIMOUS VOTE AT SANTA ROSA SEPT. 28, 1917

The incorporated cities and towns of California, desiring to maintain an organization for their mutual benefit, hereby adopt this constitution for its government.

I.

NAME AND OBJECT.

The name of this organization shall be the League of California Municipalities. Its objects and purposes are:

(1) To provide means whereby officials and other interested in municipal government may interchange ideas and experiences;

(2) To maintain an official headquarters and information bureau for the collection and dissemination of knowledge relating to municipal affairs;

(3) To secure the enactment of beneficent legislation for municipalities, and prevent the passage of such measures as may be inimical to their interests;

(4) To prosecute or defend any interest common to its members;

(5) To promote education in municipal government; and

(6) To do any and all other things necessary or proper for the benefit of municipalities.

Each member of the legislative body, and each city clerk, attorney and engineer of the municipalities belonging to the league shall be placed on the mailing list of the official organ and receive a free copy thereof each month. Upon special request any other officials of

such municipalities shall be added to the mailing list without charge.

II.

MEMBERSHIP.

Any incorporated municipality in the State of California may become a member of the league upon payment in advance of the annual dues as follows:

For cities having a population of less than 1000\$10.00

For cities having a population of more than 1000 and less than 3000 20.00

For cities having a population of more than 3000 and less than 10,000 30.00

For cities having a population of more than 10,000 and less than 30,000 40.00

For cities having a population of more than 30,000 and less than 150,000 50.00

For cities having a population of more than 150,000 60.00

The population shall be based on the decennial Census Report of the United States, next preceding the date of taking out membership.

The incorporated cities and towns of other States and Territories not having a similar organization of their municipalities, may become members of the league upon the payment of dues based on one-half of the scale aforementioned.

Other organizations interested in municipal affairs may be affiliated as associate members without charge, but without having any voice or vote in the management of the league.

III.

MEETINGS.

The regular annual meeting of the league shall be held in such city as shall have been selected at the preceding meeting, and at such time as may be mutually agreed upon by the officials of such city and the Executive Committee of the league. Special meetings may be held at such times and places as may be determined by the Executive Committee.

Every official of a municipality belonging to the league shall have the right to participate in the proceedings at any meeting.

A portion of the daily sessions of the league may be conducted in departments, divided according to the particular line of work of the various officials, as follows:

- (1) Engineers, Councilmen and Street Superintendents.
- (2) City Attorneys.
- (3) Clerks, Auditors and Assessors.
- (4) Health Officers.

Any of the foregoing departments may consolidate their meetings for the consideration of matters of mutual interest. Each department will select a president and a secretary from its own members.

All business of the league such as the opening exercises, reports of cities, election of officers, and selection of the next place of meetings must be transacted before the general or entire body.

All voting in the general body, except upon questions of order, shall be by roll call of cities, and each municipality represented at a meeting shall have but one vote.

Except as otherwise herein provided, all meetings will be conducted and governed in accordance with Roberts' Rules of Order.

IV.

OFFICERS AND THEIR DUTIES.

The officers of the league shall consist of a President, a First Vice-President,

a Second Vice-President, a Secretary, who shall be ex-officio Treasurer, and an Executive Secretary, to be elected at each annual meeting. They shall hold office until the next annual meeting and until their successors are duly elected. The President will open all meetings of the league, and preside at all sessions of the general body. The First Vice-President shall act in his place and stead in case the President is absent or otherwise disqualified, and the Second Vice-President shall act in case of absence or disqualification of both the President and First Vice-President.

THE SECRETARIES AND THEIR DUTIES.

The Secretaries shall have general supervision and control of the organization during the interval between meetings, subject to the direction and approval of the Executive Committee.

The Secretary-Treasurer shall serve as Secretary of the general body at all meetings. As Treasurer of the league, he shall pay the ordinary monthly expenses for salaries and supplies, upon submission of a financial statement by the Executive Secretary supported by proper vouchers. He shall submit an annual report and financial statement at each annual meeting, showing the receipts and expenditures of the league since the previous meeting.

The Executive Secretary shall have charge of the headquarters of the league and attend to all correspondence. He shall be on hand at the league headquarters every day during business hours, except when unavoidably prevented. He shall deposit all moneys received from municipalities on account of the league, in some bank approved by the Executive Committee, in the name of the league.

In case any question of policy shall arise which the Secretaries are unable or unwilling to determine, the same shall be referred to the other members of the

Executive Committee for settlement, accompanied by proper explanations.

The Secretary-Treasurer, Executive Secretary, and employees of the league shall receive such compensation as the Executive Committee may determine; provided, however, the officers directly interested shall have no vote in such case.

In the event that a vacancy should occur in the office of either Secretary during the interval between meetings, the remaining Secretary may appoint a successor *pro tem.*, subject to the approval of the Executive Committee. No item of expense exceeding \$200.00 shall be incurred without the consent of the Executive Committee first obtained.

V.

COMMITTEES AND THEIR DUTIES.

There shall be an Executive Committee of seven members, comprised of the President, Secretaries and president of each of the four departments hereinbefore mentioned.

The Executive Committee shall have general control and supervision over the league and be empowered to determine all questions of policy which may arise during the interval between meetings. All matters which, in the opinion of the Secretaries, call for extraordinary action shall be submitted to the members of the Executive Committee for consideration, accompanied by proper explanations and recommendations. The Presi-

dent may appoint such other committees from time to time as may be deemed necessary.

Standing committees of five members shall also be appointed by each department. The principal duty of said committees shall be to assist in preparing the program for the annual meetings.

All property of the league, such as desks, books, stationery and other office supplies, and all souvenirs or testimonials presented to the organization shall be kept on deposit in the headquarters of the league.

VI.

HONORARY MEMBERS.

Every person who has served as an officer of the league shall become an honorary member thereof upon his retirement as an officer of a municipality. Other persons may also be elected honorary members by a majority vote of the general body. Honorary members may participate in the proceedings, but will not be entitled to vote.

VII.

AMENDMENTS.

This constitution may be amended by a two-thirds vote at any annual meeting, providing the proposed amendment is submitted in writing on the first day of an annual session, accompanied by the endorsement of not less than five city officials.

CHAS. T. PHILLIPS
CONSULTING ENGINEER
SAN FRANCISCO
STREET LIGHTING EXPERT

The Municipal Development of Harbors and Docks

WITH PARTICULAR REFERENCE TO PORTLAND

By C. EASTON ROTHWELL, Reed College

[Editor's Note.—The National Municipal League offered a prize for the best article on some subject relating to municipal affairs, and the following essay was awarded first prize.]

Of the several factors which determine the location of cities, perhaps the most important is that of transportation. Since the growth of Babylon at the historic junction of the Tigris and Euphrates rivers, and the rise of important Egyptian villages at those points along the Nile and Mediterranean from which the early sailors embarked with their wares, villages, towns and great metropolises have grown up about convenient harbors, at strategic crossroads and around opportune rail junctions.

It follows that the most important reason for the existence of the city is the combination of natural resources which bring it the transportation. Thus, in the case of a city located upon a harbor, the harbor itself is the prime reason for the congregation of people and development of property within that city. Soon—er or later manufacturing establishments will be attracted to the municipality, but such concerns are themselves highly dependent upon the harbor and its transportation. Banks, too, and agricultural pursuits will naturally come to provide for the needs of the growing city; but, since these must also look to the harbor for their acceleration or retardation, it can safely be said that, in the main, the life of a city located at a seaport is virtually in the port itself.

Since a city is entirely dependent upon its port for its vitality, it is obviously to the interest of that city to develop its harbor and facilities to the fullest possible degree, that it may attract more trade and transportation and thereby provide increased stimulus for its indus-

tries with a consequent increase in its own wealth, resources, and population, and in the wealth of its citizens. Because other cities similarly located are striving equally hard to attract a greater volume of transportation, the seaport town must not only receive the full benefit from its harbor, but must so control the port that it can always be upon a competing basis with its sister ports.

It is upon the above assumptions that the present great seaport towns of the world have come into being. Even before the efforts of Pericles to develop the facilities of the port of Athens, there are records of the ancients building seawalls and providing docks to stimulate their commerce. From the days when the Romans set sail from their protected ports along the Adriatic and Mediterranean, to the later age when Venetian merchants roamed the southern seas, the cities of Italy have cherished their ports and spared nothing in their development. In France the work of Richelieu and Colbert in the improving and upbuilding of French trade by drastic improvements in French seaports, is too well known to require further mention. Germany's commercial expansion is due to the early efforts of her merchant guilds, of Frederick the Great, and those of Bismarck cannot be overlooked. England, too, from the time of William the Conqueror, has given a great deal of attention to the improvement of her ports and port facilities, with the result that she has become the world's foremost transportation medium. The same is true of Holland, of Denmark, of the Scandinavian coun-

tries and, in fact, of every European nation. According to the 1914 report of the harbor commissioners of Montreal, the amounts expended by European cities in the effort to develop their harbors to accommodate the greatest possible traffic are as follows:

London	\$200,000,000
Liverpool	155,000,000
Hamburg	115,000,000
Manchester	100,000,000
Newcastle	90,000,000
Antwerp	60,000,000
Glasgow	50,000,000
Rotterdam	50,000,000
Bristol	40,000,000
Marseilles	40,000,000
Havre	30,000,000
Southampton	30,000,000
Genoa (1903-11)	25,000,000
Montreal	25,000,000

Similar programs of development have been followed in the nations of the New World with like increases in trade and industry. In the words of an eminent authority upon shipping, "All the great world ports, no matter how fortunately situated, nor how admirably supplied with excellent advantages, in order to become centers of ocean-borne commerce, have been developed with foresight and energy."

In the modern city, public development of harbors and terminal facilities without public control or both public ownership and control of such facilities, is impractical. The evils of private ownership and control are at once obvious and deplorable. If the terminals of a city are left in the hands of a number of private individuals, those individuals will operate the facilities only in a manner most gratifying to themselves without regard for the public welfare, or make any effort to provide stimulus to any industry which does not directly benefit themselves. Relative to private

ownership and control of port facilities, the Port of Seattle Commission made the following statement in its Bulletin No. 1: "Without a central authority, private ownership proceeds according to individual ideas and interests and the result is, as a rule, haphazard and scraggly in general plan and inferior in quality of work. Moreover, private control of strategic points leads to monopoly of natural resources and the promotion of particular at the expense of popular interests." A concrete example of the foregoing statement is the experience of the Port of New Orleans. "Formerly the wharves and docks of New Orleans were operated under lease by private individuals and corporations. The results of this system of administration were insufficient and expensive facilities, the deterioration and decay both in the condition of the property and in the shipping business served thereby."¹ Specific instances in which private ownership and control have seriously hampered port development may be cited in almost every city which has attempted such development. However, no more typical case exists than that of Seattle, Washington. When the Pacific Coast cities were in their infancy, no effort was made to limit private monopoly of waterfronts, and two rival railroads, the Great Northern and Northern Pacific, obtained for themselves, as a continuance of their transcontinental lines, practically all of the port frontage in Seattle. When, therefore, Seattle authorities sought to develop their port, they found the two railroads antagonistic to their every move. Each rival placed almost prohibitive charges upon moving the other line's freight, even for a few hundred feet. Because the railroads laid exorbitant prices on commercial sites along the Seattle harbor, two great industries, seeking to locate in Seattle,

(¹) Statement by Judge I. D. Moore, City Attorney, representing City of New Orleans at the second Mississippi Valley Conference of River Terminals, St. Louis, February 18, 1915.

were forced to move to Portland and Tacoma, where cheaper sites were procurable.² Under these circumstances, what development of the Seattle harbor was attempted by the Federal government only added to the strangulation powers of the private interests in control of the Puget Sound port. If space permitted, it could be shown that attempted development in every city of privately controlled terminals has only led to increased strangulation on the part of the private interests.

Nevertheless, the movement for publicly controlled docks and harbors is comparatively recent. It had its beginning in Europe during the Nineteenth century, with the ports of Hamburg, Antwerp, Liverpool and Marseilles, and has eventually come to be the rule rather than the exception among American cities. It will perhaps be advantageous to regard separately the experience of several typical cities in the field of private and public ownership and control of harbors and terminal facilities.

Antwerp, Belgium, early discovered that private ownership and control of her terminals was inconsistent with a program of progress. Consequently she discarded the old plan and substituted a policy of complete municipal control early in the last century. At the present time all the docks and harbor improvements in the Belgian city are subject to municipal commissioners who have been unsparing in their efforts to rank their port with other progressive European ports. As has been shown, such would be impossible with private control. Besides expending \$60,000,000 on harbor improvements, the commissioners have used every method available to draw trade to the Belgian port with the result that Antwerp is today one of the world's greatest ports.

Liverpool, England, presents an interesting case. When she followed the trend of public control, she placed the control of her docks in the hands of a "harbor trust," or an organization of individual trustees under parliamentary authority. Liverpool's development is comparable to that of Antwerp.

Among American cities, public ownership and control of dock facilities is quite a recent attempt. Most successful among those ports which have adopted the new plan are New York, San Francisco, New Orleans and Montreal.

When New York discovered that private ownership of her water front was actually a menace to the city, and to the individuals within the city, she followed the example set by her sister ports across the Atlantic and embarked upon a policy of public ownership, although somewhat different from any pursued in Europe. The Eastern metropolis has adopted the system of public ownership coupled with the granting of public leases for control. According to a Seattle critic, this policy has proved a success financially, but has resulted in the perpetuation of many of the evils of private control. Nevertheless, New York has expended enormous sums in dock development, as she must if she is to remain the main American terminal for trans-Atlantic trade. Besides extensive programs for new docks, the New York commission is preparing for the enlarging of its harbor.

San Francisco is a typical example of State control and development. When the San Francisco terminals succumbed to the movement for public control, it was not municipal but State control which became her policy. The success of the San Francisco development, with its subsequent increase of trade and increase in the efficiency of the port, need not be related. Suffice it to say that at the present time every great steamship line plying to the Orient, to South America, and

² From Bulletin Number 5 of the Port of Seattle Commission, October 1, 1915.

to the Atlantic seaboard from the Pacific Coast, finds accommodations in the California port. It need only be suggested what loss property holders in the city of the Golden Gate would suffer were inefficient private monopoly substituted for public development of the harbor. So successful has been public development in San Francisco that the citizens of California have authorized the expenditure of more than \$10,000,000 in harbor improvement.

An interesting and historic feature is involved in the case of New Orleans. When the Louisiana Purchase was concluded in 1803, it was provided that a strip of land 24 miles long on the New Orleans side of the Mississippi should always remain public property. Because of this fact, what terminals were constructed in the gulf port by private interests were of necessity placed outside the city or across the river, at this point a mile wide. With these disadvantages the port of New Orleans was relatively negligible until quite recently, when municipal development was attempted. The desirability and results of municipal development in New Orleans are readily obtainable from the report of Judge I. D. Moore, previously quoted. He says, in part:

"Some 17 years ago our people, foreseeing the advantages to be derived from the operation of essentially common property for essentially public good, took over the old wharves and landings, and after overcoming many difficulties, inaugurated, about 13 years ago, the system of public administration, of which system our present splendid equipment, capable of carrying the second largest export and import business in the world is the fruition. In place of a limited area of primitive wooden wharves, we have now five miles of commodious docks of the most substantial construction. Instead of excessive charges for meager and

inadequate service, there is now levied not one cent against the freight handled over these commodious wharves, and only a minimum charge assessed against the ships which occupy the same."

New Orleans now boasts 34 publicly owned wharves to the extent of 4,230,894 square feet, a million-bushel grain elevator, enormous warehouses, a cotton storage house of 320,000 bales capacity, and a belt railroad connecting with every trunk line and operating 70 miles of track and 13 locomotives.

Montreal, another of the late inaugurators of public control and development of docks, has invested no less than \$30,000,000 in national funds in terminal facilities. The following quotation from the report of the harbor commissioners of Montreal amply visualizes the results of municipal development and control in the Canadian port:

"Montreal is the converging point of the three Canadian transcontinental railway systems, which connect the harbor terminal railroad, 40 miles in length, owned and operated by the Harbor Commission and affording access to the harbor to every railroad upon equal terms. The limits of Montreal harbor comprise 16 miles of water frontage on each shore of the St. Lawrence river, every foot of which is owned by the public and is administered by a Harbor Commission of three members appointed by the Governor-in-Council of the Dominion of Canada. The salary of the president is \$7,500 a year, and of the associate members, \$5000."

In preparation for a discussion of Portland's problems of municipal development and control of docks and harbors, let us, for the moment, consider the strides in this direction which have been taken by our city's commercial rivals upon the Pacific Coast.

In Los Angeles there appears another interesting and unique case of municipal

development. Realizing the vast importance to a city and its constituents of a harbor and docking facilities, Los Angeles citizens secured the annexation of the town of San Pedro with its harbor, and the "shoestring" strip, a mile wide and some 20 miles long, connecting the port with Los Angeles proper. Having thus acquired a port, Los Angeles citizens invested its control in a municipal body. After the construction by the Federal government at a cost of \$6,000,000, of a breakwater 2.11 miles long, making possible a safe harbor, extensive dredging was undertaken, docks were constructed, private shipyards were encouraged and every move was taken by the commission to make it attractive to the world's commerce. Los Angeles has to date expended on the improvement of its waterfront \$5,800,000, with a fund of \$4,500,000 available for further improvements. Results, both gratifying and surprising, have been forthcoming from the undertaking. Old established lines have come to include the port of Los Angeles in their itinerary. Extensive cotton trade has grown up and Los Angeles has evolved from a mere tourist resort to a flourishing commercial city.

Municipal control has been extended to the harbor of San Diego, with much the same success as that experienced in Los Angeles, though not to the same degree. San Diego is favored with one of the best harbors on the Pacific Coast, together with ideal weather conditions, conducive to trade, and ample rail and road facilities. Although it cannot be considered among the most important ports upon the Pacific, San Diego handles proportionately a large volume of Pacific commerce. Here, too, citizens have seen fit to authorize a large sum for municipal dock development.

San Francisco we have already considered. However, those ports which most directly concern Portland are the Puget

Sound ports. Tacoma is favored with municipal control along with other Pacific ports. So satisfactory has been municipal control here that an extensive plan of development has been authorized by Tacoma citizens involving the expenditure of several million dollars. A specific instance may serve to show what good has come out of municipal control of harbor frontage in Tacoma. When the Chicago, Milwaukee and Puget Sound Railway failed to obtain in Seattle a location for its main Pacific Coast terminal, the commission of Tacoma was able to offer a suitable site for nothing, and secured the terminal. As a consequence, Tacoma's trade increased from 46 per cent of Seattle's in 1908, to 92 per cent in 1912. A similar incident occurred in the instance of the Bush Terminal enterprise, originally launched in Seattle.

Seattle has perhaps suffered more from the evils of private strangulation than any other port on the Pacific Coast. As has been related, when her port commission sought to establish public ownership and public control of her docks and harbor, they found practically all the dock frontage in the control of two rival rail interests. Because of the prohibitive valuations which the interests placed upon their property, the commission found it impossible to exercise the right of eminent domain and was compelled to absorb property and secure public docks in competition with the private interests. Nevertheless, the Port of Seattle Commission was created September 5, 1911, for the general purpose, as they themselves set forth (1) of concentrating in the hands of a single authority the work of administering and developing the port of Seattle. The commission immediately proceeded to formulate a "comprehensive plan" of port development, and to create a budget for carrying out the work. So thoroughly satisfactory was

their work that every original commissioner was returned to office three consecutive times. Gradually the problems were overcome and the extensive program of development was put in force. However, the transportation question long remained a vital issue because of the bitter attitude of both the Northern Pacific and Great Northern railroads, which threatened to disrupt all plans for port development.

Enormous sums have been invested by the port commission in the development of Seattle's harbor, and in 1918, at the height of her war strength, the Puget Sound port possessed 101 acres of modern wharves and very extensive docking facilities, including spur track to the capacity of 2000 cars. At this time Seattle was ranked second among American ports in export and import trade. A comparison of Seattle and other Pacific Coast trade for 1918 follows:

	Imports.	Exports.	Total.
Wash. Dist.			
Seattle	\$300,954,076	\$296,195,720	\$597,149,796
S. F. Dist.			
San Francisco..	245,519,564	214,728,701	460,248,265
Oregon Dist.			
Portland	3,799,424	15,076,165	18,875,589
So. Cal. Dist.			
Los Angeles	9,417,371	6,781,135	16,198,506

Proposed Seattle developments include a million dollar project partially completed in Smith's cove and further extensive improvements.

Vancouver, British Columbia, is in a position comparable to that of Montreal, having received aid from the Canadian national government and maintaining complete control of her docks and harbors. The opportunity is ripe for the development of a very important commercial center in the Canadian port. With a harbor fifteen miles long and of the proper depth, and with unequalled opportunity for port development, the efforts of the Vancouver Port Commissioners to create a Canadian "San Francisco" cannot come to naught.

With the foregoing background of the experiences of other world ports in the field of municipal ownership and control, let us now consider Portland's problem. In many ways the case of Portland is unique and quite unlike any other city touched upon. Some forty years ago when the old sailing vessel was the standard conveyance in Pacific waters, and when no vessels of over fifteen foot draft put in at Pacific ports, Portland was world-renowned as a lumber port. Under tow of small steam craft, these sailing vessels ascended the Columbia to Portland and loaded with lumber for all parts of the world. At this time Portland's exports and imports presented a much healthier status than they did a few years later when steam vessels began to replace the sailing craft on all lanes of Pacific trade. The new carriers found it impossible to enter the Columbia because of its shallowness. A group of old sea captains residing on the river constituted the Portland port commissioners. Of these crude, untrained men, no move for port improvement could be expected. On the contrary, because they were able to secure occasional personal recompense for pulling some vessel off the mud, the "commissioners" saw no reason for removing the mud, and Portland's harbor went undeveloped until after 1890.

It must here be said that the natural hesitancy with which the old native Oregonians invested their capital in any new enterprise was one of the prime causes for the late development of Portland's port. It remained for Eastern business men to awake Portlanders to the possibilities and the advantages of their harbor. In the words of Mr. Standish of the Portland Port commission, "Portlanders have always been ready to applaud wildly when a new industry with a pay-roll of a hundred thousand

a year located in Portland, little realizing that a single liner in a week's anchorage will leave over fifty thousand dollars in this city."

The problem of private monopoly was never a serious one in Portland because the actual preparation of a channel which made possible the use of Portland's harbor was done by public authorities with the aim of establishing a publicly controlled harbor.

In 1891, the Oregon legislature enacted the original charter of the Port of Portland, a taxable district comprising approximately 96% of the total assessed valuation of Multnomah county. Boundaries of the port district were later extended to the present limits which comprise all that part of Multnomah county lying west of the east boundary line of Range 2 East of the Willamette Meridian. The specific purposes of the Port of Portland are as follows:

First: To make and maintain an adequate ship channel between Portland and the sea and improve the harbor of Portland.

Second: To construct and operate a large floating drydock.

Third: To maintain a towage and pilotage service between Portland and the sea.

Fourth: To sell coal and supplies to ships in the interest of overcoming competitive disadvantages as against other Pacific Coast ports.

Under the general laws affecting ports of over 100,000 population in Oregon, the Port of Portland is authorized to own and operate water transportation units with everything incidental thereto, including the maintenance of offices and agencies anywhere in this or in foreign countries, as it may deem advantageous, in carrying on a water transportation business, or in securing cargo for transportation lines making

use of this port.¹ Members of the commission serve without recompense and choose a "manager" who actually directs development with the aid of a competent staff of assistants. Until recently the commission was composed of seven members, but this number has now been reduced to five.

The second body created with power to control the docks and provide for their development is the Portland Commission of Public Docks, a municipal body composed of five members whose duties lie in providing and maintaining a series of well designed and well constructed municipal docks along the upper river and a well planned terminal on the lower river.

Preparation for the channel from Portland to the sea was a tedious task begun in the 90's by the Portland commission in conjunction with United States Engineers. An expenditure of \$390,000 was sanctioned for the building of dikes in the Willamette and Columbia Rivers. 1896 saw the actual beginning of dredging on the Columbia channel with modern dredges. A sand bar which blocked the clear entrance to the channel at Astoria was removed by the engineers, providing a mean low water depth of 42 feet. In the main channel today the zero depth, approached only for two months in the year, is thirty feet. In the course of an entire year, not one vessel of greater than thirty foot draft has sought entrance to the Portland harbor.

In pursuance of their second duty, the construction and operation of a floating dock, the Port of Portland Commission secured a site in 1902 and immediately commenced construction. The dock was placed in use the following year and has served continuously ever since for 17 years, being most of that time the only dry dock available. "The

¹ Oregon General Laws.

reason for authorizing its construction as a publicly owned utility," as set forth by the Port commission, "was the lack of sufficient business to make a large dry dock a paying commercial venture, while at the same time, such a dock was an important requisite of the Port." The dry dock has not paid interest on the investment or created a fund for replacement, but has approximately met operating expenses.

In June, 1908, the Port of Portland assumed its third function when the Oregon Railroad and Navigation company which had been handling the towage and pilotage service between Portland and the sea, withdrew from the task. From the beginning the towage business has been unprofitable. Estimates place the cost of towage and piloting service at the harbor mouth at approximately \$50,000 a year. A powerful towboat and two sea-going tugs comprise the towage fleet of the Port of Portland.

Among the powers of the Port of Portland, there appears one which is absolutely a new departure for a municipal body. By general legislature act the Port is authorized to engage in the water transportation business and to grant certain bonuses to steamship lines. Under the authority of this function, the Port engaged an agent to represent it in the Orient and to carry on solicitation work and port advertising there. After the securing of a General Traffic Manager, the Port also engaged agents for New York and Kobe, Japan. By agreement with the Commission of Public docks, the newly created Traffic department is jointly administered by both organizations.

From the "man who builds the railroad," as Mr. Standish has termed the Port Commission, let us turn to the "man who constructs and runs the depots" the Commission of Public Docks. From its inception, the Dock commission

has pursued a policy of aggressive port development, investing in the task millions of dollars. When the Dock commission first began its work in 1912, it did so with a fund of \$2,500,000 which has since been increased. A résumé of the present status of the Port of Portland will serve to illustrate how effectively and satisfactorily the Dock Commission has discharged its duties.

MUNICIPAL TERMINAL NUMBER 1.

Terminal No. 1 comprises a complete installation, at the foot of Fifteenth Street, suitable to accommodate one 500-foot and two 450-foot vessels at one time. It is protected from fire by automatic sprinklers and possesses a 20-ton locomotive crane, electric dock winches, trucks, conveyors, piling machines, elevator and cargo hoists. It is of quay construction 955 feet long, 300 of which is in two levels covered with transit shed 935 feet by 100 feet. Pier 484 feet long with transit shed 330x176 feet. Warehouse in rear of dock, 190x200 feet.

MUNICIPAL TERMINAL NUMBER 2.

Two-level quay dock, 525x100 feet covered with transit shed and provided with automatic sprinkler system. Equipment consists of cargo hoisters, electric freight pilers, elevators and ample trackage facilities.

MUNICIPAL TERMINAL NUMBER 3.

Quay dock, 540 feet long with transit shed 440x100 feet. Facilities include ample trackage and electric piling machines.

MUNICIPAL TERMINAL NUMBER 4.

Terminal No. 4, as partially completed and as proposed is one of the most modern and efficient terminals ever constructed and represents attainment of excellence in municipal ownership and control. Every shape or form of cargo can be accommodated at the new terminal by means of machinery and facilities of the most modern type.

When fully completed this terminal will provide at one time berthing for fourteen 500-foot vessels and a combined trackage of about sixteen miles.

Terminals improvements include a concrete grain elevator of 1,000,000 bushels storage, with a loading capacity to vessels of 20,000 bushels of bulk grain per hour.

PIER NUMBER 1.

1500 feet long, 600 feet of which has two levels with transit shed 1500x180 feet, protected by automatic sprinkler system. This pier has a capacity of 35,000 tons of general cargo, or 56,000 tons of grain and flour.

PIER NUMBER 2.

1500x225 feet. If used for lumber alone has a storage capacity of 10,000,000 feet B. M.

Eleven steel tanks, aggregating a capacity of 1,092,000 gallons and equipped with two 50-ton Fairbanks tank scales, dumping, filling, and barrel facilities for pumping oil from deep sea tanks of vessels directly into storage tanks or tank cars. Equipment is sufficient for filling ten tank cars simultaneously.

Mechanical equipment of this terminal consists of one 15-ton and one 40-ton locomotive crane, cargo hoists, electric trucks, tractors and cranes, electric conveyors, elevators and piling machines. Of special interest is the box car unloader which discharges contents of box cars into hopper, giving car side tip of 20 degrees and maximum inclination of 45 degrees, causing all material to be discharged through the side door. Total operation seven minutes per car.

Ample provision is made for the bulk handling of commodities, likewise for bulk storage. Pier No. 5 affords facilities for storage of bulk commodities such as phosphate rock, sulphur, coal and ore, with over four acres of open storage for lumber, steel, etc. Completely covered bunkers of capacity to accomo-

date 18,000 tons of phosphate rock or 8,000 tons of coal are included. With a 30-inch conveyor belt and auxiliary traveling hoppers, trippers, chutes, automatic scales and traveling towers, it is possible to deliver or receive bulk commodities from a ship in a continuous stream, at the rate of 250 tons per hour of phosphate rock and 100 tons per hour of coal. The use of two traveling towers upon the face of the dock eliminates the former hardship of loading and unloading at either very high or very low water. A Standard Fairbanks scale of 150 tons capacity is part of the equipment at the terminal, being operated under the supervision of the Weighing and Inspection Department of the Trans-Continental Freight Bureau.

Barges are provided for off-shore loading where such is required to expedite cargo-handling. Although not operated by the Port of Portland, a modern floating repair shop is available in all parts of the harbor, with ample space in the slips to eliminate interference with cargo handling. The Port maintains over ten miles of track about the terminal connecting with all trunk lines, also providing its own switching locomotive and crew.

For the accommodation of employees of the terminal, of Government grain research work, of a branch office of the State Grain Inspection bureau and railroad agencies, a large two story office structure is located at this terminal. There is also provided a restaurant building equipped to accommodate 200 people, and a welfare building, where hot and cold water, shower baths and lounging rooms are available.

DRY DOCKS

In addition to the ten thousand ton capacity dry dock now maintained by the Port of Portland, a new dry dock of 15,000 ton capacity is being constructed by the Dock Commission to be

manned by the same crew which now operates the one dock.

RAILROADS

The port is served by the following railroads: Chicago, Milwaukee and St. Paul Railway (connecting via O.-W. R. and N. Co.), Great Northern Railway, Northern Pacific Railway, Southern Pacific Lines, Oregon-Washington R. R. & Nav. Co. (Union Pacific System), Spokane, Portland and Seattle Railway, Oregon Electric Railway, United Railways, Portland Railway, Light and Power Co.

Such modern facilities, coupled with the abundant hinterland behind the port, and the progressive advertising policy pursued by the traffic department maintained in common by the two port commissions, have resulted in an amazing increase in Portland's trade. Striking evidence of this increase is to be found in the following table:

PORTLAND EXPORTS AND IMPORTS

Exports		Imports
\$ 4,019,260	1916	\$2,434,679
6,415,522	1917	2,438,624
15,076,165	1918	3,799,424
44,458,227	1919	3,151,964
61,413,472	1920	7,873,482

At the present time Portland is the world's greatest lumber shipping port. She is second only to Boston as a wool market. And in normal times Portland ranks second among wheat shipping centers.

The surprising increase in Portland Bank Clearings for the year 1920 is, to a large degree, due to the increased trade for that year. It must be remembered that every time a ship puts into the Portland harbor, she leaves a cargo worth thousands of dollars and picks up another of similar worth. Mr. Standish of the Port of Portland estimates that every time a large liner berths in the Portland harbor her expenditures for stevedoring, for fuel and supplies amount to more than \$50,000.

Portland's program for future development of her port and terminal facilities compares very favorably with those of other Pacific Coast Ports. The following statement by the Port of Portland Commission briefly summarizes the course of future action adopted by that body: "With a gradually widening and deepening channel created at the mouth of the Columbia River, the next step is to secure a channel of equal stability between the Columbia River entrance and Portland of such depth and width that any vessel that can enter the river may proceed to Portland without hindrance. To accomplish this, the Port of Portland will concentrate its future efforts, as it recognizes the channel to be the first prerequisite of the Port." United States Engineers are just completing a survey for a project involving a thirty-five foot channel 300 feet wide between Portland and the sea.

A fund of \$10,000,000 will be devoted to the new terminal development in the near future according to the present plans of the Dock commission. In spite of the fact that the Swan Island Project, as proposed to the voters of Oregon in last November's election by the Committee of Fifteen was negatived, it received a majority positive vote in Multnomah county which really constitutes the Port of Portland. It is safe to presume that the measure will be altered and reconsidered in the near future. Therefore a slight insight into the details of this plan will reveal the extensivity and intensity of the projected development.

Primarily it is planned to remove the western half of Swan Island and place the material gained thereby upon the western bank of the Willamette for the creation of rail terminals and industrial sites. The present channel upon the eastern side of the island would then be made into a still water basin by a

dike thrown across its southern end and a drydock harbored within it. Upon the remaining half of the island docking facilities sufficient to accomodate 105 five hundred foot vessels would be constructed. The entire development will require several years, including the creation of railroad yardage of 5700 cars capacity. The project provides an anchorage and turning area approximately 2,500 feet wide in the heart of the Port, also a still-water basin 700 feet wide by 5,000 feet long, separated from the main harbor by a mole 1,087 feet wide.

Most bitter opposition to the so-called Swan Island plan came from those persons who had held property along the western channel of the river for scores of years. Their objection was justifiable in that the creation of 1530.79 acres of publicly owned industrial sites which would naturally be offered for little or nothing to industries seeking locations, would deprive the protesting land owners of the opportunity to sell their holdings which they had waited years to dispose of. On the other hand, the Port could not deposit its dredgings upon their privately-owned flats, increasing their value from \$1,000 an acre to \$40,000 an acre, without recompense. Consequently a revised plan whereby the private owner retains the land, but remunerates the Port of Portland for depositing material on his land, with a certain percentage of the value thereto, has been propounded.

The second important provision in the plan for future development is the consolidation of the Port of Portland Commission and the Commission of Public Docks. Such consolidation is only a matter of good, everyday, business. Both commissions have signified their approval of the plan, as has the Committee of Fifteen, appointed by Mayor Baker to investigate it. In fact the work of the two commissions so over-

laps in many instances that even now a mutual agreement has been struck whereby one commission handles the duties of both.

Portland's port is but newly born. What amazing results have been obtained from all past and present development are but an indication of the potent possibilities of continued harbor and dock improvement. Until within the past few years, the mercantile world was unaware that Portland, Oregon, was possessed of a harbor with which she could bargain for her share of the world's trade. Through the highly commendable progressive-mindedness of her port authorities, the Oregon metropolis has at last cast her spark into the oil of world trade; but she must fan the embers if the oil is to flame to conflagration. With the awakening China and a possible ready market in Russia, Portland must hold herself in readiness for the flux of trade which she, as the most stable port on the Pacific, is bound to receive from the Far East.

It is absurd to believe that because Portland is located one hundred and eight miles from the open sea, she will be handicapped in the race for world traffic. London is situated one hundred miles up the Thames. Hamburg is over sixty miles from the sea. Montreal is separated from the Atlantic by more than a hundred miles. Even Seattle is more than a hundred miles from the open sea. On the contrary, Portland's pure, freshwater harbor offers inducements to vessels which no other port on the Pacific can equal. An untainted fresh-water harbor where barnacles can be rid of and where pure Bull Run water is obtainable for cleaning boilers is invaluable to the sea-going vessel.

In general Portland is very fortunate in her present situation. Her main docks are municipally owned and controlled, a prerequisite to her commercial

success. The railroad problem, so evident in Seattle, is absent because of ten miles of publicly owned belt line connecting with nine trunk lines upon an equal basis. Vigorous, broadminded men have constituted the boards trusted with the control and development of the Portland harbor and facilities. Reforms such as the consolidation of the two port commissions which all point toward the well-being of the port rather than to any selfish motives, are in the yeast. However, there remains one potent factor which is not in keeping with the rest of the situation. The income of the Port of Portland has been insufficient to carry out many projects which are meritorious and which is desirous of undertaking. Under existing legislative restrictions, the Port revenues from taxes amounted in 1920 to only \$452,529.57. In fact the total earnings of the port amounted to only \$1,188,718.82 for the past year. Furthermore, the essential cash requirements for the Port of Portland at this time have been shown to be fully one million dollars more than will be available from taxes to be collected in 1921.

Obviously Portland is the chief seaport of the State of Oregon. Other parts of the commonwealth are dependent upon Portland for the exportation of their produce and manufacture. Especially is this true of the great fruit, grain and lumber producing sections of the State. Without the shipping opportunity so conveniently offered in the Port of Portland, these sections would be compelled to ship their commodities to Seattle, to Tacoma, or elsewhere where higher rates prevail.

Since these outlying communities enjoy especial benefits from the proper upkeep of the Portland port, it should not be unreasonable to ask them to contribute through taxes to its maintenance and improvement. In my opinion, tax-

ation for the Port of Portland should not be confined to the narrow limits of the Port district, but should extend over the entire State, diminishing in rate in proportion to the distance from Portland. A series of zones such as the parcels post zones should be established and communities classified according to Zone 1, Zone 2, etc., with a definite port tax fixed for each zone. By so doing it would be very easy to obtain sufficient revenue to overcome all present limitations, without placing too great a burden of taxation upon the inhabitants of the Port district.

It cannot be repeated too often that every ounce of municipal and State support must be mobilized to aid the Port of Portland, yet an infant in growth, in its struggle for Oregon's share of the world's trade.

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A Plan to Reduce the High Cost of Electricity

By FRED P. TUTTLE, JR.
City Attorney of Auburn

[Editor's Note.—The suggestion of Mr. Tuttle that the legislature be requested to pass a statute authorizing cities to exercise their powers jointly, was adopted and enacted into law (Senate Bill No. 18).]

The subject upon which I will touch today is, Co-operation to reduce the high cost of electricity. I do not pretend to be an electrical engineer, or to have any great knowledge of electricity, but I have an idea which I think is the only solution of this problem, and I shall endeavor to outline the same, with the hope that steps may be taken to investigate the subject further, perhaps through the appointment of a committee to discuss the subject. As Mr. Mason has pointed out, it is absolutely essential that we act, if we are going to take advantage of securing power under the Power Leasing Bill. The available power is growing less and less every day, and it will soon all be appropriated. And if we are going to secure for ourselves the power now available, we must take immediate steps to do so.

I shall select a territory within a radius of one hundred miles of Sacramento, exclusive of the bay cities, and while this application is local, the proposition may be applied to any community within the State which has the power site available.

I am reliably informed that there are two power sites situated within seventy-five miles of the city of Sacramento, each capable of developing 50,000 horsepower. These power sites are available under the Federal Power Act recently passed by Congress. It would cost about ten million dollars to construct a power system and the necessary distributing system to

serve this district. In the district contemplated there are some forty municipalities to be furnished with power.

It would first be necessary to have the legislature pass an act empowering two or more municipalities to co-operate and issue bonds for the purpose of constructing power plants for the generation of electricity. The pro rata of funds to be contributed by each city would be determined by its population or assessed value. A commission or governing board would be selected by the cities comprising the district, and this commission would select a general manager to have complete charge of the system.

Within the district I have selected, there are three municipalities which could easily contribute \$1,000,000 each, and several which could contribute \$500,000 each. The remainder might contribute from \$50,000 to \$200,000 each. So that the \$10,000,000 could be raised without straining the finances of any one city.

To illustrate the immense saving that would result to the inhabitants of the cities, I will take as an example the city of Roseville, which has its own distributing system. The city purchases power from the Great Western Power Company for 1 cent a kilowatt hour, under a ten-year contract. This contract was made several years ago, however, and I think at the present time the best price obtainable would be 1½ cents per kilowatt hour. On the distribution end, the rates

charged consumers in Roseville are as follows: For lighting, for the first 100 kilowatt hours, 5 cents; for the second 100 kilowatt hours, 3 cents; for all over 200 kilowatt hours, 2½ cents. Then for power, for the first 200 kilowatt hours, 3 cents; for the second 500 kilowatt hours, 2½ cents; and for over 700 kilowatt hours, 2 cents.

The amount of electric energy purchased by the city of Roseville per annum has been 600,000 kilowatt hours, costing \$6000. This would be 6 per cent on \$100,000. At the present price per kilowatt hour, the electric energy would have cost \$9000, or 6 per cent on \$150,000.

If the Great Western Power Company can sell to Roseville at 1 cent a kilowatt hour and realize a profit, a combination of municipalities could undoubtedly do so. In fact, I am reliably informed that the Pacific Gas and Electric Company has sold power to large consumers for as low a rate as seven-tenths of a cent per kilowatt hour.

At the above rate to the consumer, the city of Roseville last year made a profit of over \$7000, and still the power companies claim they cannot make a profit at 7 cents to the consumer. This showing made by Roseville seems to answer the claim of the power companies better than all the figures their engineers can produce. It is a living, convincing fact that no engineer can refute. And further, it cannot be said that Roseville was paying for this through taxation, as the tax rate in Roseville was \$1.00 per \$100 last year, and \$1.20 per \$100 this year, and the electric system has earned over \$30,000 in profits during the eight years of its existence. And, incidentally, this \$30,000 has been used by the municipality in the way of highways and other improvements.

The 50,000 horsepower generated by the proposed plant would produce 350,000,000 kilowatt hours per annum, less

10 per cent for line loss, etc., which would leave available for use 315,000,000 kilowatt hours at 1 cent per kilowatt hour. This would produce an annual revenue of \$3,150,000. The interest on \$10,000,000, cost of the system, would at 6 per cent, be \$600,000, and operating and maintenance would not exceed \$400,000. So our fixed charge would not exceed \$1,000,000. Therefore, if we could dispose of our entire output, our profit would be about \$2,000,000. This is, of course, impossible, however, as we would have our peak load factor to consider, and in municipal lighting this is very high. But we could undoubtedly sell one-half of the 50,000 horsepower, which would produce about \$1,500,000. Figuring our interest and redemption on bonds, operating costs, and depreciation, at \$1,000,000, we could save \$500,000. In other words, our electricity would cost us less than a cent kilowatt hour for the first year, and the cost would be reduced each year as our bonds were paid off, until at the end of ten years it should not cost us over four-tenths of a cent per kilowatt hour.

Another feature to be considered is the cheap power the cities would have at their disposal during the daytime. They could sell this power at cost, and thus be in a position to attract manufacturing plants. In fact, I do not hesitate to say that this latter feature would be the greatest element of benefit to be derived from a municipal plant. There is no question that Los Angeles owes much of its phenomenal growth to the manufacturing plants attracted to that city by the cheap power available. In this State electricity is the only practicable power available, and the city that has cheap power to offer as an inducement to attract manufacturing plants to it, has an immense advantage.

Incidentally there, we all know that oil as a source of power for manufacturing has practically been eliminated, be-

cause of its high cost, and coal is not available in this State, so that we are limited to electricity, either hydro-electrically produced or produced through consumption of oil, and if we are going to have manufacturing in this State, we must have cheap power in order to attract factories to our limits.

There is no longer competition between the electric power utilities of northern California, and we cannot hope for cheap power from that source. Co-operation is our only hope. And I believe the plan to be practicable, and that the benefits to be derived therefrom will surprise the most optimistic among us.

TITLES OF NEW ORDINANCES RECEIVED

Appropriations. An ordinance appropriating funds to the departments of the municipal government. Long Beach, No. C-3.

Amendments. An ordinance amending Subdivisions Nos. 40 and 41 of Section 1 of Ordinance No. 367. Corona, No. 401.

Assessment. An ordinance relative to assessment for the Crescent Heights Lighting District Los Angeles County, No. 696 N. S.

Awnings. An ordinance regulating the use of awnings on certain streets within the city limits. Madera, No. 241.

Burial Regulations. An ordinance amending Section 1 of Ordinance No. 19,534 (New Series), relative to the purchase of property for and burial of dead bodies of human beings within the city limits. Los Angeles, No. 42,422 (New Series).

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- Garages.** An ordinance amending Section 5 of Ordinance No. 40,898, relating to garages, the maintenance and construction of. Los Angeles, No. 42,466 N. S.
- Grade.** An ordinance establishing the grade of a portion of Chestnut street. Glendale, No. 470.
- Intoxicating Liquor.** An ordinance prohibiting the sale, gift, storage, manufacture, etc., of intoxicating liquors. Ventura County, No. 211.
- Intoxicating Liquor.** An ordinance prohibiting the sale, manufacture, unlawful possession or transportation of intoxicating liquors. Santa Maria, No. 100.
- Intoxicating Liquor.** An ordinance enforcing the provisions of Article XVIII of the Constitution of the United States. Clovis, No. 81.
- Licenses.** An ordinance amending Section 79, and repealing Section 80, of Ordinance No. 2415. Oakland, No. N. S.
- License.** An ordinance amending Sections 19 and 22 of Ordinance No. 86, relating to certain license provisions. Taft, No. 132.
- Licensing of Circuses and Side Shows.** An ordinance amending Section 40 of Ordinance No. 2415, relating to licensing of circuses, etc. Oakland, No. N. S.
- Obstruction of Public Streets.** An ordinance prohibiting the obstruction of public streets and alleys and regulating public meetings in public streets. Whittier, No. 449.
- Oil Wells.** An ordinance declaring oil wells in certain portions of the City of Long Beach nuisances, making it unlawful to drill, maintain or operate oil wells therein, and repealing Ordinance No. C-4. Long Beach, No. C-4.
- Parking.** An ordinance regulating the parking of vehicles upon the public streets of the city. Colton, No. 383.
- Paving Contract.** An ordinance providing for the appropriation of money from the city treasury of the City of Monterey to be paid to Grant Smith & Co., a corporation, for the purpose of paying for the city's portion of the assessment for the construction of Fremont street extension.
- Peddlers.** An ordinance prohibiting persons engaged in peddling in vehicles from obstructing the public highways. Los Angeles County, No. 694 N. S.
- Residence Districts.** An ordinance amending Section 3e of Ordinance No. 806 N. S., relating to single family residence districts and single family residence and apartment house districts. Oakland, No. N. S.
- Rubbish.** An ordinance prohibiting dumping of rubbish, etc., on certain public places. Ventura County, No. 210.
- Septic Tanks.** An ordinance providing for the installation of septic tanks in certain parts of the city. Los Angeles, No. 42,177 N. S.
- Salaries.** An ordinance fixing the salaries of the fire chief and city attorney. Modesto, No. 212 N. S.
- Salaries.** An ordinance amending Ordinance No. 460 and fixing certain salaries of officials. Glendale, No. 469.
- Street Numbers.** An ordinance requiring owners of business houses and residences to place street numbers on same. Corcoran, No. 23 N. S.
- Taxes.** An ordinance fixing the amount of taxation. Glendale, No. 471.
- Taxes.** An ordinance levying municipal taxes for the City of Berkeley. Ordinance No. N. S.
- Taxes.** An ordinance fixing the rate of taxation. Taft, No. 133.
- Taxes.** An ordinance fixing the rate and levying the property tax. Redlands, No. 635.
- Taxes.** An ordinance fixing the amount of revenue necessary to operate the city. Hemet, No. 125.
- Taxes.** An ordinance fixing the amount of money to be raised by taxation on taxable property. Redwood City, No. 217.
- Taxes.** An ordinance fixing the amount of money to be raised by taxation. Reedley, No. 91.

Weights of Trucks. An ordinance to provide for the weight of trucks, and trucks and loads, and other vehicles and loads on the county highways and roads. Stanislaus County, No. 122.

Zoning. An ordinance creating an exclusive residence zone and regulating the construction of buildings. Los Angeles, No. 42,510 N. S.

Zoning. An ordinance amending Ordinance No. 40,072 N. S., relative to residence zones. Los Angeles, No. 42,417 N. S.

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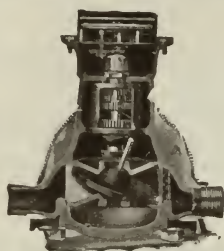
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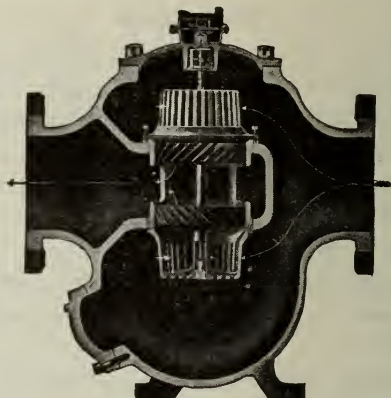
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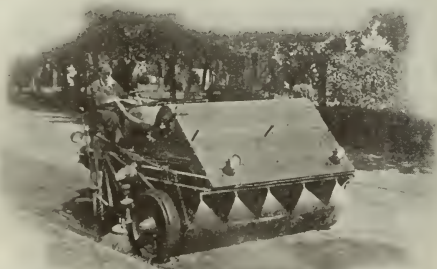
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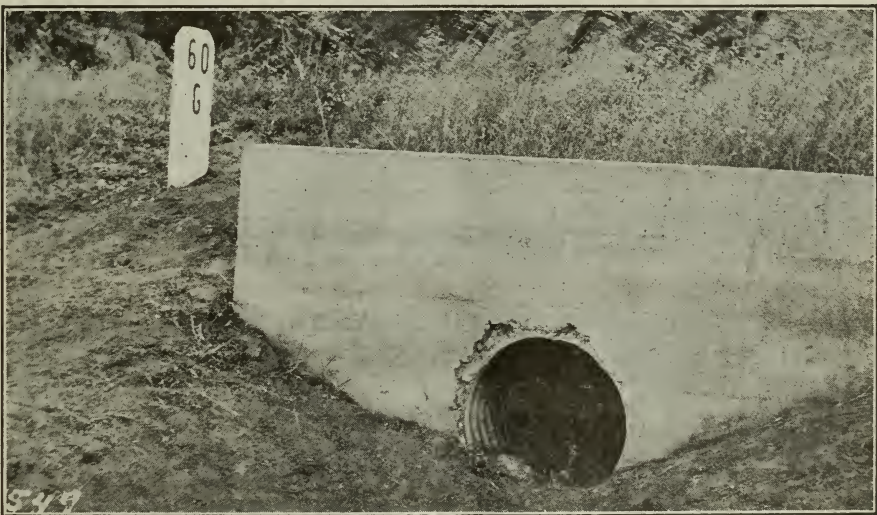
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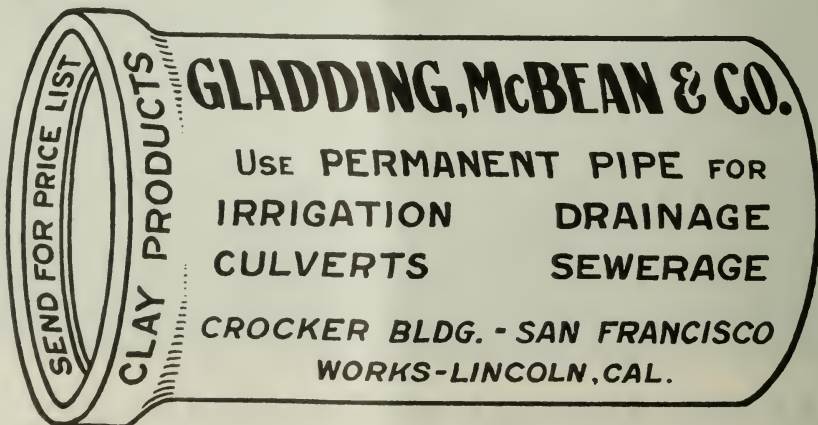
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Selma, California. Second Street, from High Street to East Front Street. This pavement was constructed in 1912, consisting of 4-inch asphaltic concrete laid in one course. Maintenance nothing; condition excellent. Photograph taken in June, 1920.

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Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

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The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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CORRECTING A FALSE IMPRESSION

I understand that some unfavorable comment was made at the recent convention to the effect that I was apparently using my office in the League for mercenary purposes. Assuming that such comments were prompted by the fact that officials attending the convention were solicited to purchase certain books bearing my name and purported to be compiled by me, I respectfully submit the following statement:

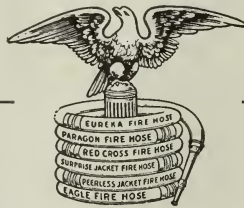
In 1919 I compiled a small book on the street laws for a local publishing house which, over my protest and objection, was issued under the title of "Locke's Blue Book."

This year much to my surprise, another edition was published under the same title, *although I had nothing whatever to do with its compilation*. It appears that the book has been copyrighted

under that title and, according to law, the owner of the copyright may use my name despite my protest. (13 Corpus Juris P. 959.)

The only book which I compiled on the street laws this year is a brown covered volume published by A. Carlisle & Co., which firm also published the Municipal Hand Book for 5th and 6th Class Cities. Both of these books were compiled by me without any understanding or agreement that I was to receive any compensation therefor from the publisher or anyone else. My interest has been prompted solely in the belief that such work is part of the duties of the executive secretary. I have no financial interest in either of these books.

Respectfully,
WM. J. LOCKE.



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PROCEEDINGS OF THE TWENTY-THIRD ANNUAL CONVENTION OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Held at Santa Monica, Cal., September 27-30, 1921

OFFICIAL REGISTER OF DELEGATES IN ATTENDANCE

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Aronovic, Carl		Richmond
Bacon, John L.	Mayor	San Diego
Baird, Dr. J. G.	County Health Officer	Riverside
Baker, Frederick	City Attorney	Avalon and Sierra Madre
Banks, A. L.	City Clerk	Stockton
Barcroft, R.	Trustee	Merced
Bartlett, Louis	Mayor	Berkeley
Barlow, Arthur L.	Health Department	Los Angeles
Barrett, R. M.	City Attorney	Santa Rosa
Bartlett, Mrs. Mary	Sec. (Asst.) City Planning Commission	Los Angeles
Beck, Dr. J. A.	Health Officer, Monterey County	Salinas
Bell, J. B.	City Veterinarian	Pasadena
Benson, F. S.	City Manager	Bakersfield
Beyer, John	Supt. Streets	Pasadena
Biebel, Chas. L.	City Clerk	Daly City
Biedenbach, Carl	Park Supt.	Berkeley
Biles, E. H.	State Dept. Agriculture	San Diego
Binder, P. E.	Councilman	El Segundo
Black, L. P.	City Clerk	Monrovia
Blake, Chas. P.	Health Officer	Richmond
Blakeley, F.	Trustee	Lemoore
Blood, F. G.	City Attorney	Sawtelle
Bogart, E. V.	City Clerk	Lindsay
Bogart, Mrs. E. V.		Lindsay
Bowden, Archer	City Attorney	San Jose
Bramha, Helen H.	Health Center	San Leandro
Bray, A. F.	City Attorney	Martinez
Brock, A. E.	Mayor	Redlands
Brouillard, C. F.	Councilman	Redding
Brouillard, Mrs. C. F.		Redding
Brown, H. C.	Health Officer	San Jose
Browning, Dr. F. W.	Health Officer	Hayward
Bruner, J. A.	City Attorney	San Leandro
Bryson, W. C.	Councilman	El Segundo
Burnett, C. L.	Mayor	Exeter
Bushong, J. P.	City Veterinarian and Milk Inspector	Los Angeles
Bruschi, Vergilio	Councilman	San Diego
Byxbee, J. F.	City Engineer	Palo Alto

Caldwell, J. R.	Milk Inspector	Los Angeles
Callaghan, P. A.	Councilman	Watsonville
Callaghan, Mrs. Frances		Watsonville
Campbell, J. P.	Assessor and Tax Collector	Stockton
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Campbell, Mrs. Marston		Oakland
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Carpenter, Mrs. W. I.		Modesto
Carter, Albert E.	Com. Public Works	Oakland
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Chapman, Harry D.	City Engineer and Supt. of Streets	Richmond
Chapman, Mrs. H. D.		Richmond
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Coburn, Mrs. L. F.		Orange
Coburn, Frank	Com. Public Health	Oakland
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Corey, Mrs. F. E.		Alhambra
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Crenshaw, Robt.	Street Supt. and City Marshal	Covina
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Cunes, Jno. O.	Com. Public Works	Modesto
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Czernip, John	Street Supt.	Merced
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Davie, Fred V.	Mayor's Office	Oakland
Day, Mrs. V. R.	City Trustee	Culver City
Day, V. R.		Culver City
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Douglas, Mrs. F. L.		Covina
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Dyke, Harry N.	City Attorney	Imperial
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Harnisch, Mrs. Martha		Los Angeles
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Hickok, C. E.	City Manager	Alameda
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Heronymus, A.	Health Office	Alameda
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Higgins, Mrs. O. C.		Porterville
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Kelly, Frank L.	State Board of Health	San Francisco

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Porter, Mrs. Horace		Riverside
Posson, R. J.	U. S. Dairy Division	Salt Lake City
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Price, W. A.	City Clerk	Redwood City
Price, Mrs. W. A.		Redwood City
Ragan, Chas.	Mayor	Glendale
Raulsin, Dr. A. H.		Daly City
Rantsma, W. F.	Engineer	Fresno
Redington, Arthur H.	City Attorney	Hillsborough
Reed, Thos. B.	Acting City Attorney	Covina
Reeves, William H.	City Manager	Glendale
Rhodes, F. A.	Manager of Operation	San Diego
Riley, Ray L.	State Controller	Sacramento
Riley, Mrs. Ray L.		Sacramento
Riser, Mrs. H. J.		Delano
Rogers, Arthur M.	Asst. Health Commissioner	Los Angeles
Robison, E. A.	City Manager	Redding
Ross, Edward T.	State Board of Health	San Francisco
Rowe, E. A.	Consulting Engineer	Fullerton
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Saunders, Jas. J.	Health Officer	Covina
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Shaughnessy, M. P.	City Attorney	Stockton
Shinn, R. L.	City Attorney	Sacramento
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Sims, Dr. M.	Health Officer	Callexico
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Smalley, J. D.	Supt. Water Dept.	Hayward
Smith, F. H.	City Attorney	Callexico
Smith, Harry C.	Food and Market Inspector	Oakland
Smith, H. H.	Mayor	Daly City
Smith, H. H.	Councilman	Bakersfield
Snyder, Ferd, Jr.	Clerk	Tehachapi
Snyder, Mrs. Ferd, Jr.		Tehachapi
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Stillings, William	Trustee	Sebastopol
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Steintorf, Paul B.	City Clerk	Callexico
Stephens, Dr. W. L.	Health Officer, Sutter Co.	Meridian
Stranahan, Wm.	Com. Public Works	Fresno
Sturgis, Eugene K.	City Clerk	Oakland
Tabor, G. R.	Trustee	Sebastopol
Talbott, W. T.	Health Officer	Lompoc
Tantau, G. B.	City Clerk	Exeter
Tapley, Fred B.	Health Officer	Marysville
Taylor, C. E.	City Council (Asst. Sec.)	Los Angeles
Telfer, Dr. Garvin J.	State Board of Health	Los Angeles
Templeton, Louise	Assistant to Assessor	Hayward
Templeton, M. B.	Clerk	Hayward
Thayer, Dr. J. W.	Health Officer	Gilroy
Tibbetts, Miss Isabel		Los Angeles
Tillotson, Dr. C. A.	Health Officer	Dinuba
Torgersen, Henry	United Milk Co.	San Francisco
Treat, Charles N.	Pres. Board Public Works	Los Angeles
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Turley, H. H.		Richmond

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Ulrich, Mrs. George J.		Modesto
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Van Meter, W. E.	Fire Chief	Bakersfield
Van Riper, V.	City Clerk	Bakersfield
Varcoe, W. E.	City Clerk and P. A.	Alameda
Varni, J. A.	Mayor	Hercules
Veatch, F. G.	State Board of Health	Los Angeles

SUPPLEMENTAL LIST

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Carson, Nina G.	State Board of Health	Los Angeles
Coleberd, J. W.	City Attorney	South San Francisco
Cope, Dr. J. Hal.	Health Dept.	Pleasanton, Alameda Co.
Cooke, Mrs. G. K.		Berkeley
Cuneo, Mrs. P. J.		Bakersfield
Day, Mrs. Lulu	Public Health Dept.	Los Angeles
Dickie, Dr. W. M.	State Board of Health	Sacramento
Douglas, W. A.	The American City	San Francisco
Fischer, Miss E. M.	Housing Commission Health Dept.	Los Angeles
Fontaine, Dr. E. F.	Bacterologist	Los Angeles
Gage, Dr. Mary M.		Placentia
Gage, Howard B.	Pres. Business Men's Assn.	Placentia
Games, Chas. E.	Com. Public Works	Riverside
Hazlett, William	City Attorney	South Pasadena
Herzog, M. T.	Sanitary Dept.	Los Angeles
Hodkinson, Dr. W. A.	Health Physician	Santa Monica
Hoy, W. W.	Engineer	Santa Ana
Isensee, Edwin	City Clerk	Ventura
Jackley, J. G.	Dept. of Agriculture	Sacramento
Kennedy, Mrs. C. C.		San Francisco
Kneese, Geo. A.	City Engineer	South San Francisco
Lewis, Charles F.	City Health Dept.	Los Angeles
McGovern, Dr. J. C.	Health Officer	South San Francisco
McGovern, Mrs. J. C.		South San Francisco
McLucas, Victor R.		Santa Monica
McWhinnie, A. W.	Sanitary Inspector, Tulare County	Visalia
McCurdy, J. E.	City Attorney	Daly City
Mann, Chas. H.	Trustee	Anaheim
Martin, Anna K.	Health Dept.	Los Angeles
Middlehoff, E.	State Board of Health	San Francisco
Meagher, Mrs. A. A.	Cal. State Board of Health	Los Angeles
Morril, H. B.	Supt. Water Dept.	Pasadena
Morton, D. D.	Insp. Health Dept.	Los Angeles
Mullen, Julia E.	Public Health Nurse	Redondo Beach
Neyer, Dr. K. F.	State Board of Health	San Francisco
Olsen, Louis	Health Officer	Palo Alto
Orr, H. F.	City Attorney	Ventura
Potts, Arthur	Health Dept.	Los Angeles
Powell, D. C.	Sanitary Inspector	Los Angeles
Powers, Dr. L. M.	Health Com.	Los Angeles
Roth, Dr. Geo. H.	Health Dept. and Health Comm.	Los Angeles
Schutt, Harold G.	N. Y. Bureau of Munc. Research	Lindsay
Shaw, Chas. N.	Sanitary Inspector	Los Angeles
Stevens, Ida May	State Board of Health	San Francisco
Stark, Wm.	Trustee	Anaheim
Stanley, Charles H.	City Councilman	Long Beach
Steward, O. E.	City Manager	Anaheim
Sweger, F. D.	Housing Commission	Los Angeles
Webster, Marie L.	Health Dept.	Los Angeles
Wells, W. B.	Board of Health	Riverside
Whitworth, Frances A.	Supt. Nurses Met. Life	Los Angeles
Woodward, Dr. Frank A.	Sanitary Med. Inspector	Los Angeles
Apker, Gladys F.	Social Welfare Dept.	Long Beach
Arrasmith, C.	Manager	Fillmore

Beggs, A. L.		Ocean Park
Beller, Dr. O. B.	Board of Health	Los Angeles
Butts, Dr. H. P.	Health Dept.	Los Angeles
Burnham, Adele	Assessor	Alhambra
Bush, Geo. B.	Legislative Counsel	Sacramento
Byrnes, Dr. Ralph L.	Deputy County Health Officer	Los Angeles
Cheshire, S. F.	Assessor	Pasadena
Chandler, W. W.	Sanitary Dept.	Santa Ana
Chobe, L. W.	County Health Supt. L. A.	Glendale
Dahl, Edw. W.	Street Supt.	Santa Ana
Dake, Mrs. Geo. D.		San Gabriel
Davis, Richard F.	City Council	El Segundo
Davis, R. R.	Trustee	Fullerton
Delaney, E. M.	Former City Councilman	Los Angeles
Dill, Bess B.	Social Welfare Dept.	Long Beach
Edwards, W. B.	Deputy Assessor	Pasadena
Ferver, A. L.	Public Service	Long Beach
Fletcher, Anna L.	Social Welfare Dept.	Long Beach
Frey, J. J.	Cal. State Dept. of Agriculture	Sacramento
Froehde, F. C.	City Engineer and Street Supt.	Pomona
Gadsby, L. H.	Engineer	Visalia
Geldert, W. L. H.	Interurban Fire Com.	Santa Monica and Venice
Genung, C. E.	Asst. City Engineer	Pasadena
Gould, T. C.	City Attorney	Alhambra
Greenleaf, W. A.	City Councilman	Santa Ana
Hatch, Victor N.	Engineer	Redondo and Hermosa
Hopkins, May B.	Treasurer	Redondo Beach
Johnson, C. E.	City Engineer	San Bernardino
Kimball, Alice	Bacteriologist	Long Beach
Lathrop, L. R.	Street Supt.	San Bernardino
Leenhouth, Mabel L.	Social Welfare Bureau	Long Beach
Leigh, H. A.	Deputy City Clerk	Pomona
Lettler, Geo.	Trustee	San Gabriel
Lorraine, G. M.	City Manager	Alhambra
McFarland, L. Y.	Water Dept.	Riverside
McNabb, S. W.	Mayor	San Bernardino
Marshall, Francis	Deputy City Auditor	Los Angeles
Atwill, John R.	City Trustee	San Gabriel
Ball, Willard D.	President Board of Trustees	Ontario
Baskin, A. C.	Fire Police and Law Commissioner	Calexico
Braunschweige, Albert	Board of Utilities	Riverside
Burnham, Adele	City Assessor	Alhambra
Condit, Fillmore	City Councilman	Long Beach
Criswell, Ralph S.	President City Council	Los Angeles
Cutting, E.	Elec. Dept.	Riverside
Davis, Dr. W.	Health Officer	Corona
DeVaughn, Dr. Thos. J.	Health Officer	Huntington Park
Delo, Henry W.	Chief P. P. Pier Fire Dept.	Santa Monica
Gunn, Arthur R.	Street Supt.	El Segundo
Hams, C. E.	Trustee	Burbank
Hansen, Mrs. M.		Modesto
Hollenbeck, H. W.	Sanitary Inspector	Glendale
Homan, Ralph C.	City Attorney	Chino
Homan, Mrs. Ralph C.		Chino
Hoodenpyl, Geo. L.	City Attorney	Long Beach
Iverson, J. P.	Dept. Agriculture	Sacramento
Jennings, James J.		South San Francisco
Leach, R. B.	U. S. Census Bureau	Washington, D. C.
McGuire, H. J.	Board of Public Works	Los Angeles
Mallard, Walter	City Councilman	Los Angeles
Manahan, R. H.	City Electrician	Los Angeles
Matthews, J. L.	Cal. Water and Power Com.	Covina
Ovington, Thos. R.	Mayor	Pomona
Pascoe, Dr. M. W.	Health Dept.	Taft
Phelp, Dr. Wm. C.	Health Dept.	Redlands
Phinney, Dr. C. H.	Health Officer	Eagle Rock
Phinney, Mrs. C. H.	Asst. Health Officer	Eagle Rock
Price, Agnes D.	Social Welfare Bureau	Long Beach
Reeder, C. F.	Trustee	Fillmore
Rudolph, L. C.	Councilman	Ventura
Sanborn, W. J.	Councilman	Los Angeles

PACIFIC MUNICIPALITIES

Smith, Alfred	City Clerk	Newport Beach
Sparks, R. S.	City Councilman	Los Angeles
Stauffer, Ira H.	City Clerk	San Gabriel
Stevens, Dr. Geo. M.	Health Dept.	Los Angeles
Stromee, Leo W.	Councilman	San Bernardino
Tetley, Frank A.	Board of Public Utilities	Riverside
Treat, Chas. N.	Pres. Board of Public Works	Los Angeles
Waddingham, A. B.	City Manager	Avalon
Walker, Z. T.	Trustee	Sawtelle
Wallace, R. B.	City Clerk	Alhambra
Walls, T. A.	City Trustee	Alturas
Warner, Mrs. J. C.		Whittier
Warne, J. T. B.	City Attorney	Sonora
Warne, Mrs. J. T. B.		Los Angeles
Warner, J. C.	Health Officer	Whittier
Watson, H. O.	City Councilman	Richmond
Watson, Mrs. H. O.		Richmond
Waughop, H. C.	City Clerk	Long Beach
Weber, Harold D.	Secretary to Mayor	Oakland
Webster, F.	City Clerk	Burbank
Webster, Mrs. F.		Burbank
Wegnori, N. F.	Building Inspector	San Bernardino
Welch, Richard J.	Supervisor	San Francisco
Weiper, Dr. H. B.	County Health Officer	Lower Lake
Wheeler, E. A.	Street Supt.	Bakersfield
Wheeler, Fred C.	City Council	Los Angeles
Wheeler, Ralph J.	Milk Inspector	Los Angeles
White, W. A.	City Clerk	Orange
White, Sherman T., M. D.	County Health Officer	Redding
Whitnall, G. Gordon	Secy. City Planning Com.	Los Angeles
Wightman, P. R.	Pres. Board of Trustees	Sunnyvale
Wightman, Mrs. P. R.		Sunnyvale
Wilder, Dr. E. M.	City Council	Sacramento
Wilder, Mrs. E. M.		Sacramento
Williams, T. S.	Councilman	East San Diego
Willow, E. L.	Councilman	Bakersfield
Wolfe, Edward J.	Supervisor	San Francisco
Wolfe, Mrs. E. J.		San Francisco
Wolfe, R. N.	City Attorney	Pittsburg
Wood, Geo. H.	Controller	Pasadena
Wretman, Niles E.	City Attorney	Sunnyvale
Wretman, Mrs. Emma		Sunnyvale
Wright, Allen H.	Past President	San Diego
Wugan, L. G.	Typ. Insp. Co.	Los Angeles
Young, Harold A.	Health Officer	El Segundo
Allen, Minnie	Housing, Health Dept.	Los Angeles
Anderson, Kate	Public Health	Los Angeles
Anderson, L. M.	Controller Dept. Public Service	Los Angeles
Ashley, Chester C.	Chief Deputy City Auditor	Los Angeles
Baird, Mary N.	Health Dept.	Los Angeles
Baird, Harriet H.	City Health	Los Angeles
Banjee, M., M. D.	Health Dept.	Los Angeles
Beck, Mrs. J. A.		Salinas
Bogen, Rose	Health Dept.	Los Angeles
Breed, Miss J. L.	Health Dept.	Los Angeles
Bristol, Gertrude	Health Dept.	Los Angeles
Byrkit, Grace	Health Dept.	Los Angeles
Caldwell, H. C.	City Clerk	San Fernando
Caulk, Evelyn T.	Treasury Dept.	Alhambra
Carr, Viva Mae, R. N.	Pacific Electric Ry.	Los Angeles
Chamberlain, S. G.	City Engineer	San Fernando
Cloud, A. J.	Dept. Supt. of Schools	San Francisco
Conaway, O. P.	Councilman	Los Angeles
Cooke, Mary	Health Dept.	Los Angeles
Coulter, W. F.	Pres. Board of Trustees	Fullerton
Crook, H. W., M. D.	Health Dept.	Big Pine
Cummings, T. A.	Engineering Dept.	Los Angeles
Daniels, Miss Eva	Tues. Afternoon Club	Los Angeles
Davidson, L. C.	Mgr. State Cam. Committee	Sacramento
Davis, Miss A. M.	With Corona Delegate	Los Angeles
Davis, Mrs. Alice M.		Corona

Decker, H. A.	Attorney	San Fernando
Dewey, Elna, R. N.	Public Health Nurse	Hollywood, L. A.
Donahue, Thos. F.	City Health Dept.	Los Angeles
Drane, Edna H.	Social Welfare Dept.	Long Beach
Duffy, M. P.	State Board Health	Los Angeles
Eberhardt, Ray C.	Deputy City Attorney	Los Angeles
Evans, Judge W. N.	City Treasurer	Monrovia
Evans, S. C.	Member Censor Board	Riverside
Fisher, R. E.	Calif. Development Assn.	San Francisco
Fleming, N. O.	Mayor	Huntington Park
Frederickson, Clara B.	Public Health Nurse	Los Angeles
Furtsch, Geo.	Health Dept.	Los Angeles
Galloway, Geo. J.	Health Dept., Housing	Los Angeles
Gates, Howard E.	City Councilman	Anaheim
Gibson, May	Municipal Nursing Div.	Los Angeles
Gledhill, A. T.	Trustee	Sawtelle
Gordon, Dr. Geo.	State Dept. of Agriculture	Sacramento
Grant, Mary J.	Visiting Nurse	Los Angeles
Guthrie, William	City Attorney	San Bernardino
Hamilton, John J.	Public Power League	Pasadena
Hanford, H. O.	City Engineer	Culver City
Harper, Mary A.	Harper Health Institute	Los Angeles
Harris, F. G.	American Legion	Los Angeles
Harris, H. L.	Supt. Water Dept.	Covina City
Hawley, Robt. L.	Dept. City Attorney	Los Angeles
Hawley, R. W.	City Engineer	Placerville
Haynes, Dr. John R.	Public Service Commissioner	Los Angeles
Henry, C. W.	Health Dept.	South Pasadena
Herzog, J. L.	Health Dept.	Los Angeles
Hewes, Mrs. Charles E.		Long Beach
Higbee, Theresa M.	City Health Dept.	Los Angeles
Hildrith, Emily J.		Vallejo
Hildrith, Geo.	City Auditor	Vallejo
Hozen, Elenor	Health Dept.	Los Angeles
Hubbard, Geo. A.	Chief Fire Dept.	Venice
Iglick, Mrs. Dr. S.		Orland, Calif.
James, Lillian B.	Health Dept.	Los Angeles
Jenkins, Alta B.	County Health Dept.	Los Angeles
Jones, Isaac	Member Board Trustees	Los Angeles
Keith, A.	Street Supt.	Elsinore
Kelly, Emma	Health Dept.	Los Angeles
King, Sarah E.	Nurse	Los Angeles
Knox, Roy E.	Efficiency Dept.	Los Angeles
Kirley, A. H. Jr.		Venice
Koiner, C. W.	City Manager	Pasadena
Lloyd, Cora B.	Health Dept.	Los Angeles
Loraine, Mrs. Grant M.		Alhambra
Lyon, Charles W.	City Attorney	Venice
Maly, Amy	Health Dept.	Los Angeles
Marshall, Henry L.	Pres. Covina Argus	Monterey Park
Martsoff, B. B.	City Clerk	Eagle Rock
Maurer, Grace E.	Asst. Clerk	Alhambra
Mitchell, Mrs. Louise H.	Chairman Civic and Shakesperian Comm.	Pasadena
Moon, D.	Social Welfare Dept.	Long Beach
Morrison, Geo. D.	City Engineer and Street Supt.	Santa Barbara
McCarthy, Victor D.	City of El Segunda	El Segunda
McFarland, Miss Dorothy		Riverside
McFarland, Gus L. Y.		Riverside
McLean, Lella	Health Dept.	Los Angeles
McManus, Elizabeth	State Board of Health	Los Angeles
McAnlay, Oscar M. Jr.	County Health Dept.	Los Angeles
McQuiston, J. S.	Efficiency Dept.	Los Angeles
Nash, Mrs. E. N.	County Clerk	San Mateo
Nunes, W. L.	Health Dept.	Los Angeles
Olmsted, Margaret S.	State Board of Health	Los Angeles
Olney, Lylia C.	City Health Dept.	Los Angeles
Orbison, Virginia	Cal. Dairy Council	Los Angeles
O'Riley, Mrs. J. M.	County Health Dept.	Los Angeles
Ovington, Thos. R.	Mayor	Ramona
Pennell, C.	Los Angeles Health Dept.	Los Angeles

Peterson, Eva C., R. N.	Pacific Electric Railway	Los Angeles
Peterson, Blanche V.	Health Dept.	Los Angeles
Peterson, Arnold L.	Health Dept.	Los Angeles
Powers, Lucy	Health Dept.	Los Angeles
Powers, Mrs. L. M.		Los Angeles
Queirola, N.	Health Dept.	Los Angeles
Lutherr, K. S.	Health Dept.	Los Angeles
Ray, C. D.	Health Dept.	Los Angeles
Reed, Mary Lewis	State Board Correction	Los Angeles
Reid, J. R.	City Health	South Pasadena
Reynolds, A. E.	Trustee	Auburn
Richardson, W. J.	City Orange Water Dept.	Orange
Roadhouse, Chester L.	Dairy Div.	Davis
Rockafeld, W. O.	Trustee	Chino
Rogers, W. H.	Councilman	San Bernardino
Rogers, Mrs. W. H.		San Bernardino
Scattergood, E. F.	Chief Electrical Engineer	Los Angeles
Schafer, Olive C.	Health Center	Haywood
Shaw, H.	City Attorney	Glendale
Seitel, G. C.	Clerk	Chino
Siegel, M.	Los Angeles Housing Commission	Los Angeles
Sinesheimer, L. F.	Mayor	San Luis Obispo
Slone, N. H.	California Development Assn.	San Francisco
Smith, D. L., P. H. N.	Social Welfare Depot	Los Angeles
Spafford, S. H.	Mayor	Inglewood
Stafford, D. S.	City of Covina, Clerk	Covina
Stapleton, L. E.	County Health Dept.	Los Angeles
Stearns, Mrs. J. B.	City Planning Commission	Los Angeles
Stephens, J. E.	City Attorney	Los Angeles
Stone, U. E.	Health Dept.	Los Angeles
Steodthoff, O. W.	Hanson Dairy Co.	Los Angeles
Swenerton, L. H., P. H. N.	Social Welfare Dept.	Los Angeles
Symonds, H. C.	City Attorney	Mill Valley
Tew, E.	Inspector	Pasadena
Trueblood, C. O.	City Clerk	Whittier
Vieg, E. de	Health Dept.	Los Angeles
Wadsworth, Hiram W.	Chairman of Board	Los Angeles
West, Alvin M.	City Planning Assn.	Los Angeles
Whitehead, I. E.	Asst. City Attorney	Los Angeles
Wilcox, Paul B.	Recreation Dept.	Long Beach
Williams, Carl R.	Health Dept.	Los Angeles
Williams, Miss J.	Met. Life Ins. Co.	Venice
Wirig, E. R.	Shakespeare Club	Pasadena
Wissgirt, Jeff G.	Attorney	Whittier
Willsey, G. G.	Board of Trustees	Elsinore
Wray, W.	Sewer Dept.	Santa Ana
Edlund, Miss Elsie	County Health Dept.	Los Angeles
Kirkpatrick, Jonathan	Food Inspector	Los Angeles
McBuchholz, Jo	County Health Dept.	Los Angeles
Porter, Giles S.	City Health Dept.	Los Angeles
Power, Alice Rose	Board of Education	San Francisco
Asselstine, Hugh G.	State Dept. of Agriculture	Sacramento
Ames, Florence	A. R. C. and Board of Education	Box 624, Monrovia
Brown, Dr. Adelaide	Cal. State Board of Health	45 16th Ave., San Francisco
Featherstone, Rhea Olga	Santa Monica High School	209 Montana, Santa Monica
Furman, Teresa E.	Red Cross Health Center	120 So. Greenleaf, Whittier
Gundrum, Dr. F. F.	State Board of Health	Sacramento
Humphries, Miss Hilda G.	Whittier Union High School	2257 Inez St., Los Angeles
Mitschko, Linda	Bureau of Tuberculosis	821 Pacific Finance Bldg., L. A.
Monroe, Annetta	School Trustee	219 No. Myrtle, Monrovia
Naquin, Mrs. Grace D.	State Board of Health	821 Pacific Finance Bldg., L. A.
O'Connor, Mrs. M.	L. A. Health Dept.	216 E. Lime, Monrovia
Pendell, Beatrice	A. R. C. and Board of Education	4609 Orchard, Whittier
Ream, Miss Grace	L. A. Health Dept.	915 W. 4th, Los Angeles
Shields, Lily	Bureau of Tuberculosis	528 No. Berenda, Los Angeles
Wygant, L. N.	Social Service Dept.	Pasadena

Total Attendance 674

OPENING ADDRESS

By President CHARLES E. HEWES

The twenty-third convention of the League of California Municipalities is now in session. From the program and the attendance already registered, I feel certain this convention will be the most important thus far held.

The past year has brought out a new and closer feeling of co-operation between our municipalities than has ever before existed; a new spirit is abroad in the land—a new social consciousness, if you will. Both government and business have had thrust upon them during the last decade many burdens new to them. Business has met these new problems by a complete reorganization of its machinery. A better spirit exists today between capital and labor; capital is beginning to recognize that labor is entitled to consideration, a greater share and interest in the business itself. We have examples on every hand of profit-sharing and other co-operative plans. This has not been so, however, with government—or, to correct myself, not to such an extent with government. All forms of government seem to have greater difficulty in breaking away from the old parliamentary ways of doing business.

But there is apparent now, it seems to me, a general movement throughout the land to unloose the shackles, more evident in municipal government than in any other division. This is no doubt due to the fact that the municipality is the smallest unit of our governmental organization and hence closer to the great mass of people. With our municipalities putting their affairs on a par with business in general, other divisions of the government must fall in line.

Each succeeding meeting of this League drives home, with cumulative force, the fact that our strength lies in union. A friend of mine once visited the State Hospital for the Insane at Stockton. As he walked through the first ward with a doctor and noticed the wild appearance of some of the inmates, he asked, "Aren't you afraid to go about alone with all of these insane people?"

The doctor looked at him and exclaimed with emphasis, "Afraid! Why man, they are insane—they will never unite." The California League of Municipalities has been, from its very inception, an exhibition of complete sanity, for its members have learned the wisdom of uniting to carry out their purposes. Witness, for instance, the combination of the municipalities of the northern counties in the electric rate case before the Railroad Commission, and the employment by them of special attorneys and engineering experts, enabling the cities to present their case as effectively as the utilities. Witness also the action of the municipalities in the southern part of the State in coming to the aid of the City of Los Angeles in its fight for municipal ownership. The League thus no longer merely provides for an exchange of ideas—it becomes a vital medium by which ideas can be put into execution.

We realize today that our problems are not merely similar, but that they are one and the same. Modern civilization, with its new modes of communication, the highway and automobile, rapid transit, telephone and airplane have all definitely tended to destroy the old realities of time and space. Today the man on the street knows that a smallpox epidemic in one part of the State constitutes a menace to every other part. And every official present recognizes that the large public service corporations have demonstrated conclusively a further application of this principle. Municipalities can no longer be treated as separate entities. Districts embracing several communities are served by the same utilities. In fact, it is neither practical nor economical in many instances to do otherwise. Municipalities are learning that to treat intelligently with these corporations they must act in groups. Take for example, the S. F. Bay district where it is practically impossible to provide a water supply to the ten or more cities without a union of those municipalities for that purpose. And further, it may be said, it is neither practical nor economically

possible to supply the smaller cities of the State with hydro-electric energy without their union.

It is true that our State government now handles many of the problems that affect municipalities, and it is also true that in the future the State may prove to be the proper unit to develop such resources as water and electricity—still the field in which this League can act is almost limitless.

The record of the legislative committee of the League this last year shows a tremendous positive achievement in securing for the cities much beneficial legislation, likewise preventing legislation inimical to their best interests. More good measures were secured at the last session of the legislature than ever before. Later we will have a report of this committee and of the work accomplished.

While I have emphasized the larger scope of the League, I do not wish to minimize the value of these conventions as just meeting places for officials. It is only by an exchange of ideas, by comparing the progress of one city with another, that we are able to measure the work accomplished. Let us be frank in admitting our mistakes, for it is by their acknowledgement that we are able to increase our efficiency.

In closing, let me impress upon you that we are in the grip of a movement larger than ourselves, larger than the municipalities we represent, and we can gain courage for our work as we feel ourselves a part of the great co-operative spirit that will more and more illuminate the road to a civilization wiser and better than we can even imagine today.

WATER AND POWER DEVELOPMENT IN CALIFORNIA

The convention was called to order by President Hewes at 2 o'clock p. m. of Wednesday, September 28, 1921, and consideration of the question of water and power development in California, as outlined in the program, was taken up.

Mayor Louis Bartlett, of Berkeley: Mr. President and ladies and gentlemen of the convention: We are this evening to have the rare opportunity of hearing from Mr. Gifford Pinchot on California's Water and Power Act. (Applause.) I note that there is no need to tell you who Gifford Pinchot is. You all know him as one of the leaders of the nation for the conservation of our natural resources and their being put to beneficial use through public agencies. I think that describes what most of us here stand for, too. I hope you will spread the word about so that Mr. Pinchot may have an audience worthy of his theme and of his address.

The President: We are glad to hear the announcement by Mayor Bartlett.

We have this afternoon a very important program. The subject for discussion is, I believe, the most important feature of the entire convention.

Before calling on the speaker who will

open the general discussion, I desire to read an extract from a speech of Chester Rowell, Railroad Commissioner of the State of California, which is, I believe, very pertinent to the subject under discussion. He says:

"The most startling thing about the present condition of public utilities is that public ownership of a great many such utilities is going to be thrust on us long before we shall be ready to handle it. The impossibility of privately financing the expansion of such utilities, without thereby placing too heavy a burden on the rate payer, will be the principal factor in bringing about the public financing of such projects, and, consequently, public ownership. We are sadly in need of responsible government. Until we can choose efficient men, give them power, and hold them responsible, our government cannot run business."

We shall first hear, upon the subject announced in the program as "Possibilities of Hydro-Electric Power Development in California," from Mr. C. W. Koiner, City Manager of Pasadena, and then from Mr. R. W. Hawley, formerly chief hydraulic engineer with the State Railroad Commission. Mr. Koiner will now address you.

HYDRO-ELECTRIC DEVELOPMENT OF POWER AND WATER—SOUTHERN CALIFORNIA

By C. W. KOINER, City Manager, Pasadena, Calif.

It has been recognized by those who are planning for the future of the State of California that, if the State is to reach its maximum development it must resort to greater industrial development and put to use the undeveloped land in the State. In other words, California must become an industrial as well as an agricultural State.

California has been endowed with a goodly share of natural resources in that the State has tremendous potential water power, only one-tenth of which has been developed.

The long freight haul from the East will enable industries of California to compete successfully with eastern manufacturers, when the water power of the State has been sufficiently developed. The difference in freight haul to the Pacific Coast and the advantage this will give manufacturers in the State of California to supply the markets of the Orient together with the development of our hydro-electric power, will put the manufacturing industry of California and the Pacific Coast in a position to compete with eastern manufacturers.

The development of our water power will put the State in an independent position. That is, it will be self-sustaining in every particular. Unless California develops its water power and takes advantage of the opportunity it has thus to become a manufacturing center and place itself in an independent position, it can expect nothing more than that foreign business will clear through eastern seaports. At this time certain goods that we receive from the Orient can be laid down at the Atlantic ports direct cheaper than it can clear through any of our western seaports, owing to the high freight rates across the continent. Therefore, to live up to our opportunity we must develop our own manufacturing and this can be done only in proportion to the develop-

ment of our hydro-electric power, for the reason that water power enables the wheels of industry to be turned at the lowest possible cost.

The public utility companies in the State of California have been developing the hydro-electric power of the State and bid fair to continue to develop it. However, they cannot do it at great enough speed to put California in the position that it wishes to occupy. It will be necessary for the State to participate in this development. There is no disposition to in any way injure the power companies that are consistently developing hydro-electric power. There is room for the State to enter the field of developing its last great resource without injury to those who are now developing a part of it. Power companies in general are having difficulties in financing their development in that they are required to pay excessive interest rates for capital. The State can develop hydro-electric power for considerably less than the private company for the reason that money will not cost as much.

Hydro-electric power, developed and undeveloped, claimed as portions of the definite power development programs or tentatively filed on for the purpose of determining the feasibility of development by the companies, together with the City of Los Angeles, in supplying power in the southern part of California, amounts to something like 2,800,000 horsepower at power sites along natural streams and along the city's aqueduct. By the southern part of the State is meant that portion including the San Joaquin Valley, Mono and Santa Barbara counties and south therefrom.

The amount of the above which has been developed up to the present time amounts in round figures to 600,000 horse power.

The amount of peak demand meas-

ured at central points of distribution, and without reference to the source of supply, is something like 600,000 horse power at the present time in the territory above described.

Money costs private companies at this time from eight to ten per cent as compared with five and six per cent by the State. Or, in other words, it costs the private company forty to fifty per cent more for money. The cost of money in hydro-electric development is the largest item. Therefore, State development will tend to keep down the cost of electrical energy. Power companies are having difficulty, even at the high rate of interest allowed by the regulating bodies, in obtaining sufficient capital to put into this industry to meet the demands owing to growth from year to year. Under regulation companies are allowed eight to ten per cent return in order to invite capital into this industry. The agriculturist, however, who is paying the power bills this year, is not guaranteed any consideration in this regard and many of them are not making sufficient to pay high power rates. In other words, the agriculturist, it seems, is being regulated to guarantee the power companies an attractive return for the purpose of inviting capital for future development. The producer objects to this, claiming that there is no guarantee to him that his rates will be lowered in any way to induce him to put in certain crops. The agriculturist deserves some consideration in depressed times. The rates of return to the power companies cannot be as high as in flush times and, therefore, the producer or farmer is entitled to consideration in this particular. The power companies claim that the rates of return here must be continued or else capital will not be attracted to their industry. It is apparent then that if capital is to come so high the rate for electrical energy must be correspondingly high.

The question then, resolves itself into one of whether or not the State or municipality must take up some of the State's development of hydro-electric power to bring about a lower rate to the consumer.

When the State desires capital it can be had for much less interest rate than private companies are able to obtain it for. In general, regulation has not been satisfactory to the companies or the public. It requires as much knowledge and ability to regulate as to own and operate. Why not, then, apply some of this ability on the part of the State to construction and operation.

In the *National Municipal Review* of September appears an article by John Bauer, Ph.D., entitled "Deadlock in Public Utility Regulation." He sets forth the discontent with regulation; refers to impairment of credit; shows that not sufficient improvements have been financed from earnings; calls attention to the necessity of segregating surplus earnings. He also refers to the difficulty for the future in that operating expenses are on the decline and promise to recede to lower levels during the next two years. But, "The commissions have not cleared away the uncertainty of the past private investment entitled to a return and, therefore, have not the machinery conveniently to reduce the rates according to declining costs. If, indeed, lower costs are to come, the companies will be fighting against decreases in rates exactly as they have been struggling for increases, and the commissions will be unable to act reasonably promptly, because the rights of the companies have not been determined, and there is no machinery by which satisfactory action can be taken."

The proposition of the State to develop some of its hydro-electric power is an economic question. We have faith in our ability as a people to solve these problems. If we are fit for self-government, and I dare say none will deny this, then we are fit and capable of developing these resources. Our water power is the last of our great national resources and if this is allowed to fall entirely into the hands of private interests the State loses its last opportunity for performing a great service for itself.

The potential water power of the United States, according to the Department of Interior, is 60,000,000 horse power, of which about 10,000,000 has been developed. The potential water

power of California is approximately 8,000,000 horse power of which approximately 12% has been developed or is in process of development. At the present rate of increase it has been estimated that California will need development of at least 100,000 horse power per year to take care of the State's need. It is estimated that oil supplies around 63% of the State's power while hydro-electric power supplies but approximately 22%. Oil has increased in value and decreased in quantity—therefore, the need of developing the State's water power. Water power development is being increased all over the world. All European countries are starting development—Spain, France and even Asia has started development of its hydro-electric power. Even after all of our water power has been developed it will not be sufficient to supply our power demands, and we in the United States will continue to use coal for further development of power and in the operation of our industries.

It is acknowledged to be a crime to burn under steam boilers what remains of our oil supply, which is our future lubricant and which can never be replaced when once consumed. I wish here to emphasize the folly of dissipating this last remaining resource for generating power while leaving undeveloped our hydro-electric power.

Up to August 1st approximately 5,000 water power projects had been filed upon in the United States or contemplated during the last ten years. A very large proportion of these have been purely speculative in character, many of which are not susceptible to development. Applications totaling 15,093,086 horse power were on file August 31st, 1921, which was estimated to be about one and one-half times the present hydro-electric development of the country. However, it shows that unless some of the States start development of their hydro-electric power, there will be none left for the State to develop at the lowest cost.

The analysis of California's land condition and power requirements were set forth in the National Electric Light Association's Bulletin of August, 1921, in which it was stated that the California

Bureau of Economics was preparing to file with the Federal Power Commission a report on the land conditions and power requirements of the State. It is said this report will point out that California had 99,617,280 acres of land, of which 18,418,643 acres are in National Forests, 20,239,977 acres in unappropriated public lands, 463,041 acres in Indian Reservations, 745,798 acres in school lands, 4,555,941 acres of private timber holdings, 27,262,436 acres of miscellaneous lands and 27,931,444 acres of farm lands. It is stated that 3,893,500 acres of the farm lands are under irrigation, and that 7,496,394 acres are improved but not irrigated, making a total of 11,389,894 acres of improved farm lands while that which remains unimproved for lack of water, etc., is 16,541,550 acres. This shows 27% of the lands of the State in farms with 11% improved, bringing to your attention that 89% of the State is not now used annually for crop production. This proves conclusively that it will be up to the State to help to bring this land under cultivation by developing its water and power resources.

The State of California, in the development of its resources within the State, is vitally interested in the development of the Colorado River, conserving the water, controlling the floods, and putting to use the land which now lies idle.

Along the Colorado River proper, that is, below the junction of the Green and Grand Rivers, there may be developed, at power sites located at points along Marble Canyon and south therefrom including the Boulder Canyon along with a number of other lesser projects, something like 4,000,000 horse power.

By the construction of a 600-foot dam in the Boulder Canyon, storage capacity of 31,000,000 acre feet may be provided. This storage is equal to more than one and one-half years average run-off of the river and ample to fully provide for flood protection for irrigation districts along the lower river in California, Nevada and Arizona, and to regulate the stream through wet and dry periods so as to conserve the water and make possible the irrigation of all lands that appear susceptible of economical development by the use of water from

the river, thus making possible an increase of the irrigated acreage, including that in Mexico, from something like 700,000 acres to a little more than 2,000,000 acres.

It appears from the records of stream flow for the last twenty-two years, and on the assumption that all lands susceptible of irrigation in the upper reaches of the Colorado River watershed shall have been irrigated, that there may be developed at the Boulder Canyon 600,000 horse power of reliable power through wet and dry periods. This amount of power may be developed on the assumption that flood protection and irrigation are given primary consideration and fully taken care of first. Were the agricultural interests ignored, it would be possible with the same dam to develop a very much greater amount of electric power at the Boulder Canyon.

The fact that the control of the river for flood protection and irrigation conflicts in substantial degree with the fullest use of the water for the development of electric power is one of the essential reasons why the construction of a large storage project at the Boulder Canyon is essential to the fullest and most effective development of the river as a whole, as otherwise the conflict between agricultural and power development interests would exist in every one of the power sites above. Furthermore, storage farther up the river for flood protection and irrigation is much less favorable because it cannot control the run-off between such upper points and the Boulder Canyon and it would be impracticable to control the water closely for irrigation purposes with the reservoir so remotely located as Glen Canyon is. Such a location would not only multiply by six or seven times the effect of conflict between agriculture and power development, but would result in a large waste of the water at best in attempting to regulate for irrigation in that manner.

The proposed initiative measure, amending the State constitution and providing for large issues of State bonds for the development of water and water power for the State, would be of very great value to the farming districts and smaller municipalities and communities of California, in that it would provide

an ample supply of cheap power delivered at central points within such communities. The larger municipalities are capable of developing hydro-electric power economically for their own uses and, therefore, would not be so directly benefited, but such co-operation between the State and large municipalities in the development of water power would be of very considerable direct benefit to them and, as the prosperity of the large cities is dependent upon the growth and prosperity of all other communities, there is every reason why such a measure would receive the united support of all. As an example, it is understood that a great majority of people in Imperial County are desirous for the construction of a so-called All-American High-Line Canal and that they would be greatly benefited therefrom, both because of the possibility of reaching much increased acreage by the waters of the Colorado River and because of possible power development along the canal. The financing of this project, however, so far has proved impracticable, though it would be a profitable undertaking and the proposed State Water and Power Act would make possible the immediate prosecution of such project with great benefit to Imperial County and the State as a whole.

We have the splendid example of the Toronto Hydro-electric system which was put into operation in 1912 and has increased very rapidly until today it is serving many municipalities with electrical energy at very low rates. This proves the feasibility of the proposed development by the State of California.

Mr. President, and ladies and gentlemen: It is wonderful how self-government was thrust upon us by a few Americans back there in 1776, before we were ready for self-government! (Applause). We hear a great deal about having to do these things before we are prepared or are fit to do them. I hold that if we are fit for self-government, we are fit to run those utilities which are part of our everyday housekeeping. No one conversant with the facts will deny that we are capable of self-government. I take the stand, therefore, that they have no right to deny that we have the ability to run those necessary utilities.

(Mr. Koiner continuing:) We have the example of Los Angeles in this large project. They have developed something like 100,000 horse power, and are on the way towards doubling that, and even adding more to that. We, as a State, can profit from the example set, by the way, by the systems already developed, especially the Toronto system, which has been delivering since 1912 a large amount of power into the province of Ontario and supplying under agreement this power, and the sys-

tem has been enlarged until today they are considering the development of additional power at Niagara.

Not to take up any more of your time, I have here a list of all the water power that has been developed to date in the State of California, and it is in round figures 1,137,139 horse power, produced by 130 power plants. I will attach this and hand it to the Secretary, and if it is published, this may be of some value to the discussion. (Applause).

ADDRESS BY MR. R. W. HAWLEY

Former Chief Hydraulic Engineer with State Railroad Commission of California

Mr. Chairman, ladies and gentlemen: I requested Mr. Koiner to cover the entire ground in what he had to say to you, and he has done very well indeed, I think. I wanted to get out of attempting to address you at any length here, being just an ordinary engineer and not a public speaker.

I fully agree with the last speaker that the public is ready to have control of public utilities thrust upon it, and I have been rather a slow convert to that viewpoint. Some years ago I went to work with the Railroad Commission of the State, in the belief that the solution of all problems of public utility production, all facilities—water, power, gas, hot water, and the rest of it—had been found, and that, through regulation, we would get the maximum of ability, of efficiency, at the minimum of cost. It appears that there is something wrong with that view. I think it lies principally in the fact that there is, under regulation and recognized monopoly, no incentive whatever to make the best of things, to develop things most economically, and to operate in the most economical manner.

Recently I have been looking up, as

far as I could, the actual cost of power development, and have been astonished to find that it goes as high as \$400 a kilowatt, and is not considered particularly high at that, by the companies. I don't believe it is entirely due, or was so much due, as Mr. Koiner stated, to the high cost of money. That is, the first cost had nothing to do with the rental of money cost. Only a few of the plants constructed recently have gone under \$250 per kilowatt, and I understand from Mr. H. G. Butler that from his investigation it appears that that is the average cost of all power development. As against that, there are only estimates by which we can determine what should be the cost.

Before the Water Commission, there are covered some 2,000,000 kilowatts of development, not yet undertaken. That, of course, cannot be taken to cover more than part of the power possibilities of the State. As a matter of fact, the potential waterpower, all the power available, measured by the run-off from the elevations as they appear, would of course run into figures way out of any reason. I have taken, as a rough estimate only, the Sierras from Fresno north, roughly

taking the elevation and the water supply determined by rainfall records, and it amounts to about 250,000,000 kilowatts. So it is hard to say just what the possibilities in the State are. That is something that cannot be done, and naturally it never will be done, because the money would be poorly expended if we attempted to develop that much power, and it would cost us far more than \$250 a kilowatt.

But all this does not mean, of course, that the State or the municipalities, the public generally, can sit idly by and let private interests corner everything there is. Naturally, the companies that are interested now, both power companies and water companies, want it to be understood that they already control everything that can be controlled, which is of course not true. There is still a great deal of room for development.

As one feature, there is the American River, with which I am personally well acquainted. There is about 2,000 square miles of drainage area, and at the very lowest, as represented by the run-offs, there is a possibility of 350,000 kilowatts. As a matter of fact, the development of that region is 14,000 kilowatts only, and the companies are doing nothing there toward additional development. I have gathered from certain sources that in the territory north of Fresno there are about 600,000 kilowatts maximum supply of plants now in existence. It would be available for about two-thirds of that amount, about 400,000, and that is about what the State was using some three years ago. There is no doubt the development has been made in advance of present demands, but only a little. In the northern part of the State, we have no such possibility as the development on the Colorado River. Nevertheless, with the two and a half million kilowatts available, there is wonderful opportunity for the development of power.

The largest single development, perhaps, in the northern portion of the State is that of the Pacific Gas & Electric Company, with about 250,000 kilowatts. They have made a small development at this time—20,000 is now in place, and they are working on 50,000 more.

The City and County of San Francisco is paving the way for the municipalities of the north by its 60,000 kilowatt plant, in connection with the Hetch Hetchy water supply. But with all that, we must admit that the north (all this is sectional feeling, you see) has here been out-distanced, and that the southern end of the State is ahead of us and has been the leader in these matters as well as in others. I believe now the northern end of the State is awake, and is ready to join with the south and go ahead.

In connection with the many scattered developments proposed in the north, there have been surveyed and plans have been prepared for a storage of about 6,000 acre-feet of water, together with the natural stream flow that would still be available and is not now used, that would mean the addition of at least two and a half million acres of land under irrigation. That is not enough to care for all of the lands of the Sacramento and San Joaquin Valleys, of course. But there are still many other feasible projects that can be taken up and that are under investigation now by the State.

I wish to revert again to the statement that I made, that I do not believe the failure to have lower rates for power is due entirely to the cost of money, but that it is due rather to the peculiar conditions under which the private interests operate. In a great part of the northern portion of the State, there have been developed scattered plants. They were built in the very first days of hydro-electric development, when dams 60 feet high were about all that were considered feasible, when power heads could not be much above two or three hundred feet. These have been gradually combined into large systems by purchases, until there are only two companies of any magnitude in the north, the San Joaquin Electric Power, and the Pacific Gas & Electric. But their systems are made up of so many scattered parts and so many plants that are of doubtful value now, that I

believe that to be one of the features that is causing the present high cost.

There is no doubt of the high cost. For instance, one project of which I know was investigated by two power companies. The idea then was to build small dams, tunnels were practically unknown, therefore no conduits, necessarily flume lines nearly all the way, and before the project was even under way, practically the entire estimated cost had been spent on a part of the grading for a single flume. Many plants have been built under just such conditions, and the cost is, very naturally, high.

It will be possible for the public to go forward and build its own plants, of which I believe practically all are left available, to build in the most economical way, or to buy at only what the old plants are worth. That may sound like confiscation, but in many instances I believe it will be not nearly so much confiscation as purchase at cost at present prices less depreciation would mean. If

the actual cost only is covered, the public would have no objection at all to paying what the agent, the public utility company, has been out.

I rather believe the ground has been so well covered by Mr. Koiner that there is very little further to be said. If the chairman thinks of anything that should be added, I shall be glad to add it.

I thank you. (Applause).

The President: Discussion of this subject will come after the report of the Special Committee is read. At Sacramento, this last spring, a Special Committee was appointed on the question of submitting an initiative measure to the people of the State on hydro-electric power development. Has the report of that Committee been received?

Mr. Locke: That report is here, Mr. President.

The President: We will now hear the report of that Committee.

Mr. Locke: The report of the Committee is as follows:

REPORT OF THE SPECIAL COMMITTEE ON HYDRO-ELECTRIC POWER DEVELOPMENT

To the officers and members of the League of California Municipalities:

We, the undersigned members of the special committee appointed in pursuance of the provisions of a resolution adopted at the special meeting of the League held in Sacramento, May 20, 1921, for the purpose of drafting a measure designed to attain the object sought by Senate Bill No. 397 of the 1921 Legislature, to wit: "The Public Conservation and Development of California's Water and Hydro-Electric Power Resources," hereby respectfully submit the following report:

Your committee held its first meeting in San Francisco on Friday, August 5, 1921. For some time prior thereto several members of the committee had been co-operating with another group of well-known citizens seeking to accomplish the same purpose. In view of the fact that this group of citizens comprised some of

the leading men and women of the State, your committee decided to invite them to sit and co-operate jointly in drafting the desired measure, which action was taken accordingly. This joint body, including the members of your committee, consisted of the following well-known citizens of the State:

Rudolph Spreckels, San Francisco, financier; William Kent, former Congressman; W. B. Matthews, attorney for the Los Angeles Board of Public Works; L. L. Dennett, counsel for the San Joaquin Irrigation Districts, and representing San Joaquin counties in the State Senate; Clyde L. Seavey, city manager of Sacramento and former chairman of the State Board of Control; Dr. John R. Haynes, of Los Angeles; Dr. Horace Porter, mayor of Riverside; William J. Locke, executive secretary of the League of California Municipalities and city attorney of Alameda; E. G. Scattergood,

engineer of the Los Angeles Power Bureau; Louis Bartlett, mayor of Berkeley; Robert L. Shinn, city attorney of Sacramento; William Kehoe, former State Senator; Paul Scharrenburg, secretary of the State Federation of Labor; Ray C. Eberhardt, assistant attorney for the Los Angeles Board of Public Works; Esto Broughton, Assemblywoman of Modesto; Franklin Hichborn, Santa Clara; Francis J. Heney, Los Angeles; Charles W. Cleary, Assemblyman of Tulare County; Albert Braunschweiger, member of the Riverside Board of Public Works; Senator William J. Carr, Pasadena; Mrs. Herbert A. Cable, Los Angeles; Mrs. Anna L. Saylor, Assemblywoman from Berkeley; J. L. Matthews, Los Angeles, member of the State Water Commission; J. P. Mallon, of Colusa and Oakland; Judge D. J. Hall, city attorney of Richmond and chairman of the Legislative Committee of the League of California Municipalities.

The joint committee, as thus constituted, after many sittings and the most careful and painstaking consideration, formulated the measure which was published in full in the August number of "PACIFIC MUNICIPALITIES" under the title of "California's Water and Power Act."

The measure is in the form of a proposed constitutional amendment which it is designed to put on the ballot by the initiative. Under its provisions users will be enabled to obtain water and power at cost. It will make water and power resources pay for development, without taxation and without a cent of public charge for interest or principal on bond issues.

The means for achieving this end are provided in the manner following, to wit:

A California Water and Power Board, of five members, is established to carry out the purposes of the Amendment. The members are to be appointed by the Governor, with provision that "they shall be appointed so as to be fairly representative of the State geographically, and of its irrigation and municipal interests."

Full powers are delegated to the Board to do all things necessary under the Act, including provision for financial ways and means, condemnation of prop-

erty by equitable Court proceedings, a method of insuring just valuations, and ample safeguards against confiscation or invasion of public or private rights.

Besides the Water and Power Board above mentioned provision is made for a Water and Power Finance Committee, to consist of the Governor, the State Treasurer, the chairman of the Board of Control and the chairman of the California Water and Power Board. This committee will advise with the board, and assist it in matters of finance. The members will serve without compensation.

Any county, city, city and county, municipal corporation, irrigation district, utility district, or other political subdivision having authority to contract for the use of water or power, may avail itself of the privileges of the Act, and any group or association of such political subdivisions may act in unison.

Such unit or units may apply to the Board for the construction of works for the delivery of water or power, or both, whereupon the Board examines plans submitted and if the project is physically and financially feasible it enters into a contract with the applicant for the construction of the works.

The applicant, by contract, must agree to buy the water or power thus supplied at rates which will provide for interest, maintenance, operation and reserve for losses and reimburse the State within fifty years. Rates must be made on a cost basis.

The Board then issues and sells State bonds to the extent of the funds required for constructing such project. The interest on the bonds is limited to 6 per cent.

With the funds thus obtained, the Board will construct the desired project and deliver water or power to the political subdivision, at rates as nearly at cost as practicable, the Board having only such latitude in rate-making as may be necessary to keep it operating as a going concern.

A political subdivision may call upon the Board to acquire or construct a distributing system, upon executing a contract, whereby such subdivision will agree to repay the State in twenty-five years, or take water or power at such

rates as will write off the indebtedness, with all incidental charges, in twenty-five years. At the end of this time, the title to such distributing system shall vest in the political subdivision.

Rigid safeguards against invasion of either private or public rights are incorporated in the Amendment.

A limitation of \$500,000,000 is placed upon the total of bonds which may be issued progressively and thus paid for from water and power returns, it being provided that interest and principal must be paid entirely from revenues.

The bill is specifically drawn to avoid taxation and there is no bond issue which would be payable out of present revenues, or by the bonding of land or taxation of the people.

What IS provided is a progressive issuance of State bonds which MUST be liquidated by the water and power developed, and which bonds are issued and sold **ONLY TO THE EXTENT OF THE PROVEN ASSETS OBTAINABLE** as each project is proposed.

Principal, interest, operation and maintenance must be paid out of these assets.

Now therefore, the measure aforementioned which we have entitled "California's Water and Power Act," having been drafted in accordance with your instructions, the same is now submitted for your consideration. We hereby recommend and urge its approval and adoption. We also recommend that the officers and executive committee of the League be directed to render such assistance as lies within their power to secure the adoption of said measure under the initiative.

Respectfully submitted,

RAY C. EBERHARDT,
GRANT M. LORRAINE,
LOUIS BARTLETT,
C. L. SEAVEY,
R. L. SHINN,
HORACE PORTER,
WM. J. LOCKE,
D. J. HALL.

Special Committee.

Dated, Santa Monica, Sept. 28, 1921.

City Attorney Arthur H. Redington, of Hillsborough: Mr. Chairman, I desire to speak upon the subject, and am prepared to speak at this time or later.

Mr. Locke: First, Mr. Chairman, let me, on behalf of the Committee, move the adoption of the report.

The President: The Committee asked that Mr. Bartlett open the discussion.

Mayor Bartlett, of Berkeley: I was proposing to speak in some detail upon the measure and give reasons for the adoption of the report of the Committee, and if acceptable, and the gentleman from Hillsborough has no objection, I should like to speak first. It occurred to me, however, that Mr. Mason, as a mem-

ber of the Committee, did not sign the report, and perhaps we should first hear from him.

Mayor Porter, of Riverside: Mr. President, I desire to second the motion for the adoption of the report.

The President: The report of the Committee has been received, and it has been moved and seconded that it be accepted and adopted, and that the suggestions as submitted by the Committee be adopted and passed, as I understand the motion. We will hear from Mr. Mason, who is a member of this Committee, and then from Mayor Bartlett of Berkeley, after which the subject will be open to general debate.

Supplemental Report of Mr. Mason

Mr. President, and members of the League: At the time of the appointment of this Special Committee, I had the honor to be appointed the Chairman of the Committee, and the fact that my name is not appended to the foregoing

report requires a brief explanation. The report itself was not handed to me until about half past one o'clock today. I happened to be very busy at the time; I had to respond to some calls from the Auditor's Department, and I have not

had an opportunity to read it. Therefore I could hardly be expected under the circumstances to sign the report that has been presented.

There is very little in the report that I would disagree with in any respect, but at the same time, that my own views may be made clear to you, I wish to say that, at a time just prior to the calling of the meeting of this Committee, on August 5th, anticipating that the Committee would want some sort of a report prepared as to its action, I did take the liberty of making a draft which would be expressive of my own views, and inasmuch as I have not had an opportunity to subscribe to the report just submitted, I beg the indulgence of the audience to receive my personal views in regard to this matter. And you will find that they are not very divergent from those expressed by the majority of the Committee. I wish to read this to you:

The undersigned is a member of a committee appointed by the League of California Municipalities to prepare and submit to the annual meeting of the League to be held September 29, at Santa Monica, an initiative measure intended to utilize the water resources of the State to the greatest and most economical advantage and for the benefit of the greatest possible number of people.

It may be assumed that the large majority of the people believe that the forces of nature should never be privately monopolized; that civilization owes its present status to the ability of man to utilize the forces of nature for the advancement of the race; therefore society demands that these forces should be as free from private monopoly as is the air and the sunlight.

The supreme question confronting the people of the State today is this:

How shall the complete monopolization of the water power of the State be prevented, and how shall that which has already been monopolized be reclaimed for the benefit of all concerned?

We have been creditably informed that there are waters now going to waste that could make millions of acres of now relatively infertile land immensely productive; that the same water contains potential energy equal to 8,000,000 horse power.

It is therefore at once apparent that any measure that will answer the above question must provide a means by which the waters in the State may be made to perform the dual duty of creating energy and moistening the soil. This would create a partnership between the users of water for irrigation and the users of water for power.

Any one can see that this joinder of interests is of necessity the most economical, in that investment may be shared and cost of operation and maintenance divided.

The measure which is to be recommended should therefore provide for a joinder of these interests.

That there may be a tie uniting these interests and at the same time to give stability to this partnership the State must necessarily be a party.

The measure will provide for a State body exercising the powers hereinafter stated.

In this manner we give illustration, and reality as well, to the partnership between the users of water for irrigation, the users of water for power with the State as the representative of both.

This arrangement also provides for a close contact between the State as a producer and the various public bodies who stand as representatives of consumers. This will also operate to prevent a domination by the State over its local communities and establish a mutuality of purpose highly essential to attain desirable results with a minimum of friction.

The powers which the Water and Power Board may exercise must necessarily be broad and comprehensive so as to fully attain the objects of its creation.

They will include the power to acquire by whatever lawful means may be necessary all property of every kind, necessary to the operation of a system for the storage and distribution of water and for the generation, transmission and distribution of electrical energy.

The Board may acquire water rights or secure permits for storage and power sites from the Federal government.

The Board may reserve for its future use, the appropriation of such use of water as might otherwise pass into private control and be the basis of creating or fostering a private monopoly.

The other powers set forth in the measure are merely incidental but necessary to carry out its purpose.

We approached the problem of framing the financial features with some trepidation, realizing that it was creating the motive power for the whole scheme and involved many intricate problems and some delicate adjustments.

We were not unmindful of the existing economic conditions, the increasing burden of taxation, rising costs of government and the accumulation of debt.

We also realized most seriously the increased demand for electrical energy, and the threatened exhaustion of the oil supply.

We noted with interest the proposed program set forth by the Power Utility Companies which calls for an expenditure of at least \$500,000,000 within ten years, and some estimates have reached into the billions of dollars, that must be shortly expended for this purpose.

We knew that all thinking men and women must realize that even though this enormous debt is incurred by the private companies, and though they (the people) have no voice in authorizing it, that is a debt that they must eventually pay together with interest at the highest rate; that their faith and credit are pledged for the punctual pay-

ment of this debt and interest just as completely as though it had been created by the State.

We may be pardoned, therefore, if we take this view: that if practically all of the people are to be called upon to pay the debt created by the Power Utility Companies, it would be vastly cheaper if they themselves would authorize the debt. For it must be known that the State can borrow money at a rate of interest about two per cent per annum cheaper than can the private corporations.

This saving expressed in dollars and cents means that for every million dollars borrowed the public would save \$20,000 annually, for every ten millions the saving would be \$200,000 annually; for every one hundred million dollars the saving would be two million dollars, for every five hundred million dollars the annual saving due to the difference in interest rates would equal the tidy sum of ten million dollars.

With the view thus expressed we deem our proposal hereafter set forth will be regarded as a measure of economy, as a conservation of financial resources of the people of the State. And we are confident that the public will share our views.

Respectfully submitted,

H. A. MASON.

ADDRESS BY MAYOR BARTLETT

Chairman of Initiative Committee.

Mayor Bartlett: Mr. Chairman, and ladies and gentlemen: A few days ago I was talking with a Russian friend of mine, a man who a few years ago had held a minor official position under the Government of the Czar; he said to me, knowing that I had some acquaintance with another Russian, "You want to look out for that fellow. He is a dangerous radical." I replied, "He is not so bad. I know him very well, and, while he is sometimes a little quick-tempered, and sometimes his judgment is at fault, he is a very sane and helpful fellow." He said, "He is a dangerous radical. I know his history back in Moscow. There he was a dangerous radical, and led an

agitation for simplified spelling." (Laughter).

I am very glad, now that I am here in the sunny southland, that there is no dangerous radicalism of that kind. At all events, at the head of the editorial column of one of your papers, the correct pronunciation of Los Angeles is spelled out; I can assure you that it is far from "simplified spelling." And we feel that we are not approaching any dangerous radicalism in coming down here.

But we do know this, that we are in a country where people are progressive, if not "dangerously radical"; where people know what is good for them, and

have instituted a system which the rest of the State of California ought to follow as rapidly as possible. And that is the municipal ownership of water and power. (Applause).

A year ago at Chico, this Convention went on record as favoring the municipal ownership of water and power, and was led to it very largely by the fact that the power situation in California was very bad. During the war and afterwards, a very serious power shortage developed in this State. As you have heard, it amounts to about 100,000 horse power per annum. And the price of power has gone up.

What did the privately owned companies do? They started a campaign for more money to build more powerhouses; and what they say, and what they have been advocating right along, is this: "We need the power; never mind the expense, we will get the power for you, but don't cry if we raise your rates." That is in their published literature, I am not putting anything into their mouths. They have said it time and time again. "We must not stop to inquire into the cost of power, we must get it."

That situation was brought home very forcibly to the League a year ago, and the League decided to do something about it. We agree with the public utilities that the shortage is here, but we do not agree that we must get the power at any cost. So the League has cast about to find the best way of getting power at a low cost. Fortunately we have before us the experience of the Province of Ontario, Canada, which has successfully solved this problem.

The Ontario system, (and if you will pardon me I will go into it for a moment), was started about ten or twelve years ago, at a time when power obtained from Niagara Falls by privately owned Canadian Companies was selling at from 12 to 20 cents a kilowatt-hour. The Ontario Power Commission was organized; it is a provincial body which obtains contracts from different municipalities, large and small, and develops power, selling it to these municipalities at a price very much below what was originally charged them.

The procedure is this: A municipality

in Ontario decides that it wants power. It passes a bond issue for what the Ontario Power Commission decides is its proportionate share of the expense. These bonds are deposited as security with the Power Commission, which sells its own bonds and with the proceeds builds its own power houses and transmission lines, and then sells the power to the municipalities.

Just to show you what has been accomplished under that system, I will read to you a few figures.

In Winnipeg the price went down from 20 cents a kilowatt-hour to 3 cents. In London, Canada, it was reduced from 9 cents to 3 cents. In ninety-nine Canadian municipalities, the average before the Ontario Power Commission plan was put in operation was 10.4 cents, and now it is 3.1 cents.

We have some experience in California, in experimenting with municipal ownership of water and power. Pasadena was paying 15 cents for power under private ownership and after the City took it over, the rate was reduced to 5 cents. Los Angeles has established a power rate about two-thirds of that of the Bay cities. Palo Alto reduced the rate from 20 cents to 7; Alameda, as you know, has always had municipally owned power, and the price there has been way below that charged in the neighboring cities.

With these things before us, the League of Municipalities decided to work out some plan for getting the same favorable result for the entire State. We know what Los Angeles is doing, and we in the northern and central part of the State realize that if we adopt some plan like that in vogue in Los Angeles, that is, putting State or Municipal Credit behind the development of our power and water resources, we shall be able to accomplish what Los Angeles and those other cities have accomplished.

The plan proposed in this bill is very simple. It proposes to put the credit of the State back of water and hydro-electric development, as in the Ontario plan, but is simpler and a little easier to work. It affords every safeguard for privately owned utilities and private property.

The plan may be illustrated, briefly, thus: I come from Berkeley, where we have no municipal system. The city council in Berkeley passes an ordinance authorizing the making of a contract between the city and the State Water and Power Commission. We agree to take power from the State at cost. The neighboring city of Oakland does the same thing. So does Alameda. Presently this State Commission has a number of contracts from cities or from districts, including irrigation districts, which will assure a market for a sufficient amount of water or of power, or both, to provide an income from the sale of water and power sufficient to take care of the principal and interest of the bonds issued, the expenses of operation, and all the other things which go to the proper management of a public utility. Then the State Commission builds the plant and brings the power or water, to those cities, and they, through their water and power rates, and not through taxes, pay for this water and power.

That is substantially what is done in Canada, under the Ontario plan; it is substantially what is being done in Los Angeles with city credit, instead of State credit, and it is the thing which we know, from the experience of other cities, will work well. We have a somewhat similar instance in the San Francisco harbor, which has been developed entirely from the sale of bonds issued by the State, the interest and principal of which have been paid and are being paid solely from the income of the harbor itself. So, the consumers of the water and power will pay all expenses, and nothing will have to be paid by the taxpayers—absolutely not a dollar.

The act provides that the credit of the State is behind the project. So it is. That was for the purpose of making a perfect market for the bonds. But the money that the State will raise will be raised entirely from the use of the water and the power, and not from taxes.

To illustrate how the thing will work in particular communities, I will take what is perhaps the most complicated situation at the present time, that of San Francisco. It was a situation very carefully considered by the committee that drafted this amendment. San Fran-

cisco authorized, I think, \$45,000,000 of bonds—

Supervisor Wolfe: That is quite correct.

Mayor Bartlett: —a number of years ago for building the Hetch Hetchy project. The Hetch Hetchy project cannot be finished for that sum. What can be done is the building of the mountain division, from the Hetch Hetchy Valley to the edge of the San Joaquin Valley, at Moccasin Creek, where about 65,000 or 66,000 horsepower will be generated. In addition to that, this \$45,000,000 of bonds will enable San Francisco to build a conduit from the Calaveras reservoir, now owned by the Spring Valley Water Company, into San Francisco. But when San Francisco has done these two things, it will not have enough to buy out the Spring Valley source of water supply nor the Spring Valley distributing system. Neither will it have enough money to build the aqueduct from Moccasin Creek to Sunol, or wherever it joins the Calaveras Reservoir supply.

What will San Francisco be able to do under the California Water and Power Act? It will be very simple. The Board of Supervisors of San Francisco will enter into a contract with the State Water and Power Commission, for the purchase of water. The Commission will buy Spring Valley at a price that San Francisco regards as reasonable. When San Francisco's contract is in hand, the Commission will issue State bonds, sell them, buy out the Spring Valley Water Company, and San Francisco's water rates will repay the State within twenty-five years, for the distributing system, and within fifty years, for the water supply.

Similarly, San Francisco will be able to go to the State Water and Power Commission and say: "We would like to have you construct our aqueduct from Moccasin Creek to Sunol," and the State Water and Power Commission will issue its bonds, and complete the Hetch Hetchy project. In other words, this plan is one which is entirely within the power and authority of the City of San Francisco to initiate. The State cannot do the work without San Francisco's consent. If San Francisco wants it done that way it can be done quickly. Three

times San Francisco has endeavored to pass a bond election for the purchase of the Spring Valley properties. I am not going to discuss the purchase price, but merely to call your attention to the fact that those bonds failed of passage three times. If San Francisco makes up its mind that it wants to buy the Spring Valley properties under this Water and Power Act, it can do it.

I may also illustrate the workings of the Act in an irrigation district. Assume that the Turlock District needs additional impounding reservoirs. Instead of issuing its own bonds, as it must do now, it would go to the State Water and Power Commission, make a contract, and the State would furnish the money and build the dam, much more economically than the Turlock District can do it itself, for the State's credit is somewhat better than that of the District, and money may be had at a lower rate.

Let me explain now why a project financed and controlled by the State can supply water and hydro-electric power at cheaper rates than the privately owned systems. There are four reasons why this is the fact. The first has been mentioned here—the cost of money. I have to pay \$3 or \$4 a month, or some such matter as that, for my water bill in Berkeley, and something like that for my electric light bill. When I get them I do not find in the bill that fifty per cent of the charge is to pay interest on the bonds, or dividends on the stock of the Pacific Gas & Electric Company, or the East Bay Water Company; but that is the fact. About half of my water bill and half of my electric light bill is made up of the interest charge for the capital invested by the public utility. I have just heard it stated here by Mr. Koiner that it costs these public utilities from eight to ten per cent for the money they have to borrow. It costs the State from five to six per cent. The privately owned companies pay in interest alone 40 or 50 per cent more than the State. If you make that saving in your bill, it cuts off from one-sixth to one-third of what you must pay. Here, then, is one very great saving.

Here is another one: The overhead is very much less under the publicly controlled systems than under the privately

controlled systems. Here are some rather interesting and startling figures. Mr. Mulholland, the engineer of the City of Los Angeles and builder of the Los Angeles aqueduct, who is probably as great an engineer along these lines as any in the United States, and Mr. O'Shaughnessy, of San Francisco, builder of Hetch Hetchy, who occupies equal rank, each receive a \$15,000 salary. We could not get better men than these two. Compare these salaries with those paid by the Pacific Gas & Electric Company. The President gets \$30,000; the Vice-President gets \$25,000; the Financial Manager gets \$22,500. All those salaries are paid before we get down to the Chief Engineer, and we have some fine salaries for the engineers, and a large corps of them. The overhead is ever so much greater in the privately owned companies than with publicly owned utilities.

Now a third reason. In Berkeley we find that one per cent of all the money we pay for our water is spent by the water company for advertising. Why advertise? Hasn't the company a monopoly? It finds it necessary to buy some newspapers, that the public may be told that they are perfectly square and honest and will give every city and citizen a square deal. It buys them by giving advertising. I do not assert that all newspaper proprietors are venal. They are just like other people. Many of them are honest and independent, and give the news as it occurs. But others, on receipt of a quarter page advertisement, think they are bought, and proceed to deliver the goods. So it is that the water company and the gas and electric companies think it is a pretty good thing to spend a large amount of money in advertising. This accounts for about one per cent of your water or power bill, which, so far as its usefulness to the public is concerned, is money wasted.

We hear, further, that the public cannot build and operate as cheaply as can private companies. I want to call your attention to the fact that the moment this California Water and Power Bill was proposed, within that very week, all of the municipalities throughout the State received a letter in this sense from

the Riverside Chamber of Commerce. Mayor Porter will tell you that that letter was prepared and sent out by The Southern Sierras Power Company. I shall take that company as a very apt illustration. The Southern Sierras Power Company is a privately owned company. It thought it would get ahead of Los Angeles and buy up some of the Owens River land, and so paid \$400,000 to the Mono Power Company for land and water rights in that region. The officers of the Southern Sierras Company first bought up for approximately \$300,000 the stock in the Mono Power Company, and, as directors of the Mono Power Company, they sold the property to themselves as directors of The Southern Sierras Power Company, that same property, for \$400,000 and collected rates from the users of power on the basis of that \$400,000 investment. And on another occasion they organized a little construction company and tried to pay themselves as the construction company some \$695,000 profit for construction of some of their plants.

That is the economy of one of the privately owned companies—the one that started this fight against this California Water and Power Act—one of those whose argument is that the public cannot do things as cheaply as can a private company. Now you who use power from The Southern Sierras Company will have to pay, in your rates, whatever they have been allowed to get away with on their program for taking \$100,000 at one bite, and \$695,000 at another. Fortunately, they were stopped by the Railroad Commission and did not get away with all of this. But that is what they were after.

We heard yesterday afternoon what was said by Professor Cottrell about publicity, that about 98 per cent of the publicity municipalities get is unfavorable, and two per cent is favorable. I want to ask you if it is humanly possible, in the face of the scrutiny which the press is giving to municipalities, in the face of that adverse criticism, that any city or any municipality or any district can put over a job like the one The Southern Sierras Power Company tried to put over on the people of Southern California? (Applause). It can't be done.

There is another item which is very

important right now, and that is the item of the cost of construction of these projects. Here we have the same old story—that the municipalities cannot do the work as cheaply as privately owned companies can. But I ask you all to go to the records of the Railroad Commission and look over the estimates of some of the power companies when they asked for the issuance of bonds, and then look at the later reports and see what they cost, and you will find in several that the estimated cost was exceeded by one hundred per cent and more. I ask you, what city can construct any utility and double the estimated expense like that and get away with it? It can't be done. In California, as you all know as well as I, the standard of morality and efficiency in public officials, particularly municipal officials, is very high. All this talk and buncombe about the corruption and inefficiency of cities is pure fabrication so far as the very great majority of the cities in the State of California is concerned. We have reached a standard of public honesty, and a standard of efficiency in the affairs of our cities which I think some of the public utilities would do very well to emulate. (Applause.)

Just one more thought. This California Water and Power Act, as you know, will be an initiative measure. Petitions to put it on the ballot will be here for you to sign and to have your friends sign, and I think there is no greater public service that any citizen of California or any officer of any municipality of California can render his city and his State, than to put the measure on the ballot, and then to see that it is carried. In my judgment, and I am not alone in the thought, there is nothing which has come within the experience of California, since the discovery of gold, that will have anything like the effect upon the prosperity of the State that will come to it when this becomes part of our organic law. (Applause.)

Mr. Locke: I hate very much, Mr. President, to suggest anything that will in any way limit this very important discussion. But it is absolutely necessary. The City Attorney's Association of Southern California have arranged a reception for the City Attorneys present at this Convention, at the Civic Club

in Los Angeles this evening at 6:15 o'clock. After a dinner there, the City Attorneys will be taken to the Orpheum. In order that they may get away, and that the settlement of this question may be concluded, if it is to be concluded, this afternoon, it will be necessary that they leave here not later than 4:30 or 4:45 o'clock. Therefore I suggest, that, if possible, the debate be limited.

Supervisor Wolfe: Mr. Chairman, may I respectfully suggest that that request comes rather late. It would have been well to make that suggestion prior to the opening of this discussion, so that it might have applied to the proponents and opponents of this proposition equally. I don't know whether I am a proponent or an opponent. But I think a fair way, I repeat, would have been to make the request that the debate be limited so that these gentlemen can get away from here before our friends have had so much opportunity as they have to discuss the matter from one standpoint at length.

Mr. Locke: I am merely making what seems to me an essential statement, Senator.

Supervisor Wolfe: I think what I say is fair, and I want to say that I think the greatest mistake this Convention can make is to attempt to limit the time of discussion of this important matter. If it is so important, let us discuss it until we have threshed it out to the last degree, and then we will know how we can vote intelligently upon it.

City Attorney N. E. Malcolm, of Palo Alto: May I say a word, on behalf of the City Attorneys here present? A suggestion has been made, which I think a good one, that this matter be continued until tomorrow morning, and

placed specially upon the Convention program for further discussion then, before it is finally acted upon. We have been invited by our southern California friends to Los Angeles this evening, there to be entertained, they have made much preparation for it, and certainly it would be discourteous upon our part to the attorneys of southern California if we did not accept that invitation. But we are willing to listen to the debate on both sides, we are willing to give this subject all the consideration it deserves, and I believe it is possible, in consonance with our program, Mr. President, that the matter may be continued until tomorrow morning, when we can finish the debate and then vote upon the matter.

Mayor Porter: I am sure that is the spirit of this meeting, and our good friends from San Francisco and others shall have all the necessary time for discussion of the matter. I suggest that we go on until the necessary adjournment hour, and then act accordingly. If, then, it is evident that more time is needed, let us give more time to the subject tomorrow. I am very certain, Mr. President, that that is the spirit here—let us proceed now and give all the time we can this afternoon.

Supervisor Wolfe: That is exactly my position.

The President: If that is the wish of the Convention, it will be so ordered. We will now hear from Mr. Redington, of Hillsborough, and will adjourn at quarter to five o'clock, which will give the City Attorneys time to keep their engagement in Los Angeles, and if the discussion has not then been finished, it will be continued until tomorrow morning at 9:30.

ADDRESS BY MR. A. H. REDINGTON

City Attorney of Hillsborough

Mr. President and Fellow Delegates: I approach this matter with some trepidation, in virtue of the generous applause that has just been accorded my friend Mayor Bartlett, of Berkeley. I know, however, that you, ladies and gentlemen, are anxious to hear both sides of this question, and I think that,

up to the present moment, you have heard but one side; and I venture to say that a large proportion of the delegates, when they came here to this meeting, knew very little about this proposed Constitutional Amendment, and that what they have learned has been through statements made, through

pamphlets issued, and through what might be called propaganda of the Public Service Department of the City of Los Angeles.

I appreciate the fact that this League stands somewhat committed to this proposed measure—"somewhat committed," I say, because of the fact that, at the meeting in Sacramento last spring, this Committee was appointed for the purpose of drafting a measure which has culminated in this proposed Act, and the measure now comes before you for ratification.

I come from San Mateo County, and I have traveled nearly five hundred miles to attend this Convention. I feel that this matter should be carefully considered from all sides, and there should be no steam-roller tactics practiced by this Convention.

The town of which I stand here as the accredited representative, on Tuesday of last week adopted a set of resolutions which I was directed to present to this body, and afterwards copies will be mailed to all of the communities in the State of California. It now becomes my pleasure to read to you the resolutions adopted by the Board of Trustees of the Town of Hillsborough, San Mateo County, on September 20, 1921, by unanimous vote, as follows:

"Whereas, The Board of Trustees of the Town of Hillsborough has been requested by the League of California Municipalities to lend its endorsement to the proposed amendment to the State Constitution, commonly styled the 'Water and Power Act'; and

"Whereas, In the opinion of this Board the proposed measure is inimical to the best interests of the people of the State: therefore, be it

"Resolved, That such endorsement be withheld and this Board does hereby register its dissent to, and disapproval of, the proposed measure, and sets forth in brief several of its objections to the proposed legislation.

"It appears that the measure is designed to vest in the State the development and sale of electric power and energy, and water, and, in our judgment, such an extension of public ownership would be extremely unwise and against the best interests of both the

taxpayer and the consumer. Under the terms of the proposed Act, the full faith and credit of the State will be pledged to an amount not exceeding \$500,000,000 in bonds; and it is very questionable whether the projects, as administered by political appointees, can be consummated successfully, and the money derived from the sale of the bonds wisely expended. We have a recent exemplification of municipal folly in the Hetch Hetchy project in San Francisco, which was originally designed to bring water to that municipality; and of the unwisdom of government ownership in the case of the railroads which operated under Federal authority.

"Furthermore, while the proposed Act by its terms confines the payment of the principal and interest on the bonded debt to the profits hoped to be derived from the development of light, power, and water plants, nevertheless, it is expressly provided that

"'If at any time the revenues from the project shall be insufficient to pay the interest on and principal of the outstanding bonds, as the same fall due, the Committees (Finance, composed of the Governor, State Comptroller, State Treasurer, Chairman of State Board of Control and the Chairman of the proposed California Water and Power Board) * * * may issue and sell bonds to provide funds required to make such payment of interest or principal' * * an exemplification of the case of a man who borrows money to pay a debt, and then congratulates himself that it is paid.

"Again, the Act contains a provision to the effect that if moneys still are unavailing to pay the interest on, or principal of, the bonded debt, any additional amount required may be 'temporarily advanced from the general fund (of the State) for that purpose'; and a general tax may be levied upon all property of the State to meet this 'temporary advancement.'

"Further, the Committee created by the Act is vested almost with plenary powers. In addition to a most detailed enumeration of the things that it can do, it is vested with power

"'to do any and all things necessary

or convenient' in the premises, and

"to exercise all powers needful for the accomplishment of the purposes of this article, and such additional powers as may be granted by the Legislature.' which is the creation of a super-government, responsible to itself alone. In the opinion of this Board such a delegation of powers to political appointees will spell disaster to the economic welfare of the State.

"These are but a few of the dangerous features of the proposed measure.

"Electric power is being developed and satisfactorily served to consumers throughout the State by several large public utilities, both here and elsewhere in the State. These utilities are subject in all their powers and duties to the jurisdiction and regulation of the Railroad Commission. New projects for the development of electric energy are today being successfully handled by these utilities, and the hydro-electric development in this country, including long distance transmission of current, has reached its highest efficiency in this State, due entirely to private initiative. These companies have many thousands of stockholders and bondholders, comprising small as well as large investors scattered throughout the State, who have invested in these securities by reason of the supposed permanency of their intrinsic values, and under the watchful supervision of the Railroad Commission it is our opinion that these utilities can give better, cheaper and more efficient service than under a State administered bureau. It has been repeatedly demonstrated that neither a State nor a municipality in this country can accomplish without additional taxes what skillful private enterprise is capable of accomplishing; and failure of the proposed scheme will bring disastrous economic consequences to the people of this State, increasing the tax burden which has now grown out of all proportion to the benefits thereby obtained.

"It has become the established policy of the State as shown by repeated decisions of the Railroad Commission, that a publicly regulated monopoly is preferable to competition in the public utility service, but the measure for

which an active campaign is now being waged completely reverses this policy.

"Furthermore, under the proposed law, the Water and Power Board supersedes the Railroad Commission in that it is given the authority to establish rates for the service furnished by each project, as in its judgment will raise the required amount from the consumers to pay the cost of the project within a given time and the expenses of operation, depreciation, etc.; and it has the power to dismember any of the existing public utilities furnishing water or electric current by selecting here and there parts of its plant which it may desire to incorporate into the State system, 'the determination of the Board that the taking of the property described in the complaint (in eminent domain) is necessary for the purposes hereof', being 'conclusive evidence of such necessity.'

"Thereupon

"the State may take immediate possession and use of any property required for the purposes of this article, by paying into the court such amount of money as the court, upon five days' notice to the adverse party, may determine as reasonably adequate to secure to the owner of the property sought to be taken immediate payment of just compensation for such taking and any damages incident thereto.'

"It is thus apparent that this political oligarchy can speedily wreck any existing hydro-electric concern in the State.

"The proposed legislation is further objectionable for the reason that it conflicts with, and, if adopted, makes impossible of fulfillment in this State, the far more practicable plan sponsored by Herbert Hoover, Secretary of Commerce, and one of the greatest engineers in this country, for the establishment, under private and not under State management, on this Coast as well as elsewhere in the United States, of super-power plants linked together in one great system, thereby reducing the cost of electricity to consumers as well as insuring continuity of service to them, under, however, State rate fixing and regulatory rights.

"The Federal Power Commission will probably shortly undertake a power

survey on the Pacific Coast by reason of the fact that hydro-electric development here has reached its highest state.

"Finally, the proposed legislation is another of the many attempts which are being made from time to time to progress from a paternalistic to a socialistic form of government, and drive individual initiative and energy, which have built up this country, from legitimate fields of investment and enterprise. In no country or community in the world has such a scheme ever proved successful.

"Be it further

"Resolved, That a copy of these resolutions be transmitted to the League of California Municipalities in token of our dissent and disapproval of the measure which we understand is being fostered by said League, and a copy be likewise transmitted to each municipality of the State and to the Federal Power Commission."

Now, ladies and gentlemen, this set of resolutions is so full and complete that further argument on my part might seem almost supererogatory. Nevertheless, I do wish to call your attention to a few matters in amplification of what has been set forth in these resolutions.

We believe that fundamentally the proposed law or amendment is wrong—that it is wrong in theory and wrong in practice—irrespective of the question of whether public ownership is a good thing, and there is a vast difference of opinion as to that. Even though this Association stands committed, as I understand it, to public ownership, nevertheless, to the most ardent exponent of public ownership, I contend, and I think I will be able to show you, that this proposed Act is unwise, and should not have the approval of this League.

The matter of the lending of the full faith and credit of the State, to the extent of half a billion dollars, has been adverted to in the resolution. The same matter has been mentioned by Mayor Bartlett, who made the statement—I think under error, for I believe he had not in mind the terms of the Act—that the bonds would be paid for entirely out of the returns from the project. The

Act does not so state. We do not know, and no one knows, whether these projects are going to pay for themselves; and if they do not pay for themselves, or if they do not pay enough to take care of the sinking fund requirements and interest upon the bonds, the taxpayers of the State have got to pay the difference.

We have in this very county, ladies and gentlemen, an exemplification of misplaced confidence, applied to the expectation that a municipally owned utility would pay, out of earnings, its bond requirements.

As I understand the situation, the conditions surrounding municipal ownership in the City of Los Angeles were something like this: In 1907, I believe that was the year, the City of Los Angeles voted a large sum of money, I think about \$23,000,000, for the bringing down to Los Angeles of water from the Owens River, a distance of about 250 miles, and thereafter there were certain bond issues which brought the matter up to, I think in round numbers, about \$30,000,000. Several years afterwards, a plan was conceived of harnessing this stream of water about 50 miles up in San Fernando Valley, and developing a municipal power project. And the voters of Los Angeles were told at the time that this project would pay for itself and that the harnessing of these waters, was a very easy thing to do, and that it would not only pay for itself, but that it would assist in paying the requirements of the water bonds. Bonds for this hydro-electric development were thereupon voted, and they aggregated about \$10,000,000.

That was the condition of affairs when these bonds were voted—the people were told, and had reason to believe, that the projects were going to pay for themselves. Here we are told that the project under consideration by this body will pay for itself, that the unit projects thereunder will pay for themselves—and of course I mean under the proposed constitutional amendment—and that the provision in the act that if there are not enough earnings to pay the sinking fund requirement and interest, we can issue more bonds for such purpose, and if we haven't enough from

that source, we may call upon and temporarily withdraw moneys from the general fund, are fanciful rather than real objections; because, so they tell us, the projects are going to pay for themselves, which is exactly what the people of Los Angeles were told when they voted the bonds for electrical development.

Did the hydro-electrical development project of the City of Los Angeles pay the interest and sinking fund requirements of its bonds, or did the taxpayers have to pay these requirements?

About ten days ago there was an article in the *Los Angeles Times*, which has, I believe, been referred to as "power propaganda." I am going to very briefly quote from that article:

"Of the total power bonds issued, amounting to \$8,851,000, the board has paid toward interest and sinking fund requirements out of power revenues since 1910, \$605,000, while the citizens have paid by direct taxation \$5,385,403.95 to meet the interest and sinking fund obligations on the bonds. And these were the bonds which were to develop power which would be sold in Los Angeles and reap a return that not alone would pay off the bonded indebtedness, but would also be applied toward reducing the cost of the city government.

"Lately, in the face of the storm of opposition to the program leading up to a request to the voters for an issue of \$150,000,000 for the Boulder Canyon dam project, the board has agreed to pay into the city from power revenues during the present fiscal year \$150,000 toward interest and sinking fund charges on the bonds. This was the board's hurried answer to the public's demand to make good on the promises of tremendous financial returns from the power projects. Since 1910, when the city went into the hydro-electric power generating business along the aqueduct, the actual revenues up to June 30 have been \$6,298,606.86, but the money has been eaten up in maintenance and other charges including the building of San Francisquito power plant No. 2, which cost \$2,000,000, instead of \$1,000,000, as was first estimated."

I was told at the power plants the other day that there had been a lot of power company propaganda, and when I saw that article I didn't know whether it was propaganda or not. So, like the gentleman from Missouri, I went around to the office of the Auditor of the City of Los Angeles this morning, and I did it with considerable regret, because I was thereby obliged to absent myself from the meeting of the City Attorneys. However, I had a very illuminating interview there with one of the deputies, and he gave me the figures which substantiated these figures in the *Times* article, and he said that they were absolutely correct. He also called my attention to this further statement in the *Times* article: "Of this \$605,000"—that is what the Public Utility Commission, as it is called here, paid on the obligation of upwards of \$5,000,000—"of this \$605,000, the Commission paid for interest and sinking fund requirements on the bonds, it has borrowed back from the City \$375,000, of which \$225,000 is still unpaid." So, not only has the Public Service Commission only paid the \$605,000, but it went to the municipal treasury and borrowed back \$225,000. And I asked the Auditor how long ago that was borrowed back, and he said about two years ago.

Just one further matter. I took great pleasure Monday of this week in accepting the invitation of the Southern California Attorneys' Association to journey up to San Francisquito Canyon, I believe it is called, where these power plants are located—and at this moment I want to take the opportunity of telling my fellow delegates, and especially the members of the Southern California City Attorneys' Association, that we appreciated very much their hospitality—and I heard it stated up there by someone representing the City of Los Angeles that the bond requirements at the present time would be taken care of by the earnings from the project. I also took the opportunity of asking a gentleman representing the City of Los Angeles, who was up there, and who is one of the officers of the city, whether this project was now paying the requirements of the bonded debt. Either I didn't put my question to him very

clearly, or else I did not receive the correct answer, or my ears did not register the answer that he gave me. Because he stated to me, "Yes, yes." When I was at the Auditor's office in Los Angeles this morning, I asked the deputy for the figures, and I found out that this year the requirements for interest and sinking fund on the bonded debt for power purposes amount to \$702,000, and for the water bonds, \$1,653,000, or a total of \$2,355,844. And I further learned from the officials there that of that sum of \$2,355,844 required to pay interest and sinking fund, the Public Service Board of the City of Los Angeles would pay this year, on power bonds, \$250,000 (the requirement being \$702,000), and upon water bonds \$500,000 (the requirement being \$1,653,000), the total of the payments, therefore, being \$750,000, leaving a deficit on the two projects of \$1,605,844, which the taxpayers will have to pay. So that when I directed my inquiry to the gentleman at the power plants as to whether the projects were paying interest on the bonded debt, I evidently misunderstood the answer given me.

Now, ladies and gentlemen, there is a trite expression to the effect that a burnt child dreads the fire. The State of California thus far has not been playing with matches, in matters of public ownership. However, I think that it would be very well for us to take into consideration other people who have been playing with the elements, and to be pretty slow in voting the approval of this Association, for a project such as that which is now before us.

Now, let me say this, because I think it was not very fully set forth in the Hillsborough resolution, and I refer to the Herbert Hoover super-power project. I don't know whether that has been considered by any of this committee. It is a project of the Federal Power Commission, and bears the endorsement of Herbert Hoover, and there is a lengthy newspaper clipping which I have here, but which I am not going to take up the time to read, which sets forth fully and completely the project. It is the hooking together, all over the United States, of the different systems, and thereby serving the communities a

good deal more economically and a good deal more cheaply than can be done when there are a half dozen or more small public utilities, acting independently. What I particularly desire to direct your attention to is this language in the report:

"Right here it might be well to note that the Federal Power Commission has not yet found one municipal power or street car system that keeps its books in such a way as to show conclusively whether the project is supported entirely from its earnings or partly through taxation. The municipal ownership politicians cover up their losses skillfully and the public doesn't know the difference. This fact is well known in governmental circles, and, put together with the spectacle made by government operation of railroads, has set every engineer and power specialist, in and out of the government service, against government ownership of these super-power projects. For one thing, the necessary finances could not be provided if the government was going to run the thing unless they were extorted through taxation."

Mr. King: May I interrupt a moment. Is that a report from Herbert Hoover?

Mr. Redington: As I understand, it is Herbert Hoover's own statement, published in the San Francisco Chronicle of September 15, 1921.

Mr. King: He never investigated Alameda, then.

Mr. Redington: I haven't either. He goes on to say:

"Furthermore, there is no government-ownership suggestion made. In fact, all of the information coming from the men writing the report show they will urge that the project be turned over to private initiative, to be subject to government and State regulation."

Now, a remark was made during one of the addresses here about Chester Rowell, of the Railroad Commission, and a communication or clipping was read giving something which he had to say. I think I have the same clipping before me. It says, "Public ownership was given as the alternative of regulation" by Mr. Rowell, and then quoting from him, "until we can transform our governments so as to make them fit for

public ownership, this public regulation must survive, and, *personally, I hope it will survive, as to as many utilities as possible, as long as possible after that.*"

Now, fellow delegates, I thank you very much for the time that has been given me, and for the attention with which you have listened to me.

Mr. Malcolm: I would like to ask the gentleman a question. You are from San Francisco?

Mr. Redington: No, not from San Francisco — from Hillsborough, just next to you.

Mr. Malcolm: Where have you found authority for your statement that there will be any tax upon property for the development proposed under the act?

Mr. Redington: The act itself provides that there may be such a tax.

Mr. Malcolm: I would just like to have the gentleman consider this: if he had investigated just one of our older municipalities in the State of California that for 15 years has owned all of its public utilities, and has never called for one cent of taxes to support them, and I mean Palo Alto, why cannot the State of California do what a little city can do? (Applause.)

Mr. Redington: I answer that by merely stating I am comparing the public utilities of Los Angeles, which are somewhat larger than those of Palo Alto, with this proposed project of the State, and I have shown, to the best of my ability, that the assurance that was given to the people of Los Angeles that they would not be called upon to pay interest upon these bonds, has never been realized, and that the taxpayers have had to pay interest, and I say that if we bond ourselves to the extent of \$500,000,000, the same thing may happen to us.

Mr. Malcolm: May I have the floor for a brief moment, Mr. President?

The President: Mr. Malcolm, of Palo Alto.

Mr. Malcolm: Mr. President and members of the convention: It has been stated that if hydro-electric power was developed by the State and there was a loss, that an extra tax could be imposed. There can be no fear of this. The State will fix its rates to cover everything. The State can borrow money at a less rate of interest than the public utility, and

it can operate as economically. It must be borne in mind that the consumer will pay for the capital and interest by its fixed rates in either case. The State will ask for no profit, the utility will. If the cities can operate successfully under municipal ownership and sell at a less rate than the privately owned utility, so can the State.

Our friend from the north has stated that he has investigated the records of Los Angeles, and has found that some tax has been levied in Los Angeles to carry on its plant. Los Angeles is a new city in public utility development, and it has only been operating about three years after a large outlay of money. It is a well known fact that during the first few years of operation and during the development period that all privately owned utilities operate at a loss before they become a going concern and that the railroad commission takes this preliminary and development expense into consideration in fixing rates. Why should not Los Angeles be given the same right? If our friend will investigate our cities that have been operating for a greater number of years he will find they are doing so successfully and without a cent of tax. If Los Angeles found it necessary to levy some tax during the development period of two years, it certainly had the same right to do this as the privately owned utility has to ask the Railroad Commission to make allowance for the development period in fixing rates. I have no doubt that now after several years of operation that the representatives of Los Angeles can show that the city has over a million dollars in the treasury earned by its plant over and above cost of maintenance and operation.

I will close with one reason above all others why I am in favor of this initiative measure, it is "I love thee, California," thy rocks, thy rills, thy mountains and thy hills, thy mountain streams, flowing from the land of everlasting snow down to our beautiful valleys just below. We love every inch of this, our State; it is ours. Shall we give away these great natural resources to privately owned capital for its exploitation and private gain for the private corporations, or shall we, the people, retain that which

God in his goodness to our beautiful State of California, gave to us for our use, and for us to develop and operate for the benefit of the people at the lowest cost?

I thank you. (Applause.)

Mr. Cornish: I would like to ask my friend Redington from Hillsborough the names of his Board of Trustees.

Mr. Redington: Do you mean the Board of Trustees that passed the resolution?

Mr. Cornish: Yes.

Mr. Redington: Samuel Knight, an attorney—you know him. George H. Howard—you know him. Henry T. Scott—you know him. Henry W. Poett, and the Rev. W. A. Brewer.

Mr. Cornish: Give us the occupation of the other four.

Mr. Redington: Mr. Henry T. Scott is the chairman, I believe, of the Board of the Pacific Telephone & Telegraph Company. Mr. Henry W. Poett is connected with Williams, Dimond & Company. Mr. Howard is an architect. Mr. Brewer is a clergyman.

Mr. Cornish: How many of them own stock in or are directors of the Pacific Gas & Electric Company?

Mr. Redington: I don't know—I could not answer that question.

Mr. Cornish: Is it true that it is necessary to hold stock in a public utility corporation in order to exercise the franchise in Hillsborough?

The President: The time is growing late. The Chair will recognize Mr. Criswell, of Los Angeles.

REMARKS OF MR. RALPH L. CRISWELL

President of the City Council of Los Angeles

Mr. Criswell: Mr. President and fellow delegates.

Mr. Cornish: Tell them who you are, Criswell.

Mr. Criswell: I am President of the City Council of the City of Los Angeles. For four years I have been chairman of the Public Service Committee of that Council, which has charge of all legislation affecting the Bureau of Power and Light, and the Bureau of Water Works and Supply. I know something about this question which the gentleman who preceded me, from Hillsborough, showed you that he did not know. He told you that the only information you have on the subject was from propaganda that had been sent out by the Bureau of Public Service of the City of Los Angeles. I know nothing of any propaganda that may have been sent out by that Bureau. There have been some pamphlets issued for the information of the people who are making inquiries, yes. But I want to say to you that I believe the City of Hillsborough, which the gentleman represents, certainly must have a better tax rate than we have in the City of Los Angeles, if they have money to spare to send out such "bunk"

as he read to you here this afternoon.

The argument that it is against public policy for the people of a municipality to own and operate a utility in that municipality is as old as the hills. And the point he raises that you cannot trust your public officials—well, who elects us? We are all public officials here. Who is it that elects us, I say? And if the people who elect us cannot elect men whom they can trust, then, in God's name, what is going to become of civilization?

He stated as an example that it was impossible for the people to operate successfully any sort of a utility: the late operation of the railroads under government control. In heaven's name, friends, is that any example? Doesn't every man and woman who knows anything at all on this subject know that those railroads were operated, while in the hands of the government, by men who are absolutely opposed to government ownership and operation, and that they were operating those railroads in such a way as to give government ownership a black eye? I say to you that it was done for a purpose.

And they talk about the supervision

of the State Railroad Commission. What does that mean? It means that if all the public utilities in the State of California are operated under the supervision of the State Railroad Commission, the State Railroad Commission is going to allow those utilities to hire money at as high as eight and a half per cent.; the Railroad Commission is going to allow the stockholders to get an eight per cent. dividend—they are getting it today. And they don't attempt to supervise the salaries that are paid to the officials of those utilities, either. Why, what was read off here but a short time ago as the payroll that the three highest paid officials in some private utility corporation in the central part of the State—the amount that those three men receive is greater than the entire payroll of the Bureau of Public Service in the City of Los Angeles.

Then they wind up by branding this scheme as socialistic. You know, there are some people, and especially those who own bunches of stock in such concerns as the Pacific Gas & Electric Corporation, who believe that all they have to do, in order to give a thing a black eye, and to encompass its defeat, is to simply say, "Oh, that's socialistic." Anything that is for the benefit of you and me and the common people of this State is branded by that crowd as socialistic.

Now, the gentleman says—I have made so many notes I can't keep track of them all—we don't know whether these utilities which will be established under the bill under discussion will pay. Do the private corporations know whether they are going to pay when they put their money in? Who pays the bill? You and I pay the bills, and then they come around and read the meter every month, and if it does not turn out to be a paying institution, they raise the rates and we pay the bills to make it up. That is all there is to that.

Then the gentleman went into a lot of figures from the *Los Angeles Times*. The *Los Angeles Times* has never been noted as a paper that was friendly to the municipal ownership of utilities. While you can probably go to the Auditor's books or the books of the Auditor of the Public Service Commission, and find all of those figures in those books, remember that while these same figures

won't lie, we all know an awful lot of liars that can outfigure anybody else we ever saw. They published a lot of figures there, and the preceding speaker told you that the promise had been made that no taxes would be levied for the payment of those bonds. No such promise was ever made. I have been in Los Angeles for twenty-five years, and I never heard anybody say that such a promise had ever been made, except somebody who was opposed to municipal ownership once in a while says that some of us promised that. I tell you that we never did.

But, on the other hand, I am not good at figures—I heard some fellow say the other day that figures were not interesting at all except in bathing suits. But I have got two or three figures here that I wish to read to you.

Take the figures paid in the City of Los Angeles for light and power during the war. The rates were kept where they were before. And I ask you, how many of you people who live in a city where there is not municipal ownership and operation, paid the same rate for your light and power during the war as you paid before? How many of you now—just hold up your hands? There is just one. I don't know what is the matter with those cities, because there isn't a town in southern California, except where they have municipal ownership of power and light, in which there was not an increase of the rate. No increase was ever asked for in the City of Los Angeles. And why? Because the Bureau of Power and Light said that five cents a kilowatt hour is our price, and we are going to stick to it and see that the private companies stick to it.

The saving that was made to the users of power and light in the City of Los Angeles, on the basis of the rates that are obtaining outside of Los Angeles, amounted to two or two and a half millions of dollars per year. And the statement was made that the Bureau of Power and Light is not paying expenses, or something of that kind. I want to say to you that the last fiscal year showed a profit over all expenses of about \$1,200,000. Those are facts.

Now, what became of this money? But before I go to that, there is just

one other point that I want to touch on, and that is his point that a municipality never built a project under the estimate that was made for it, and he compared it with private corporations in that respect. As a matter of fact, their actual expenses run about one hundred per cent. above their estimated costs on construction work. Then he said that power plant No. 2 was estimated to cost \$1,000,000 and it cost \$2,000,000. The facts in the case are these: The power plant, before the beginning of the war, was estimated to cost \$1,400,000. It was built at the conclusion of the war, and it cost \$1,700,000. The aqueduct was estimated to cost \$23,500,000. And I want to tell you that Bill Mulholland, who is sitting around here, or the Chief Engineer of the City know that aqueduct, and they built it within the limit of money estimated as its cost, built it for less than \$23,500,000. Moreover, Mulholland built that aqueduct in less time than was estimated. And I don't believe that there ever was an engineer on the face of God's green earth who is employed by private corporations on a job half as big as that aqueduct, who came anywhere near doing the work within the estimate.

Some of you were up the other day and saw Power Plant No. 2. Let me tell you a few facts about that. Two years ago last May, we of Los Angeles voted \$15,500,000 in bonds for the purpose of buying the distributing plant of the Southern California Edison Company in the City of Los Angeles, and for the purpose of building Power Plant No. 2. Here is what we ran up against in Los Angeles. As soon as those bonds were voted, a straw man who was employed to do it by the Los Angeles Gas & Electric Corporation, went out and instituted a suit as a citizen and taxpayer against the issuance of those bonds. He is a citizen and a taxpayer, and he can show you his tax receipt for \$1.45 to prove to you that he is such taxpayer. That suit was instituted, and it ran along until just a few months ago. Because of that suit, we were not able to sell the bonds, we were not able to build that power plant at the time, and then the estimate which we had made of \$1,400,000 was too low—it could not be

built within it. I have told you that it cost \$300,000 more than we had estimated. And why did it cost that? Let me tell you how we built it. We built it on a shoestring. The preceding speaker said the money paid in they borrowed back, \$375,000. They did. They came to the City Council, to the Finance Committee, of which I happen to be a member, and they said, "We want to build Power Plant No. 2, and we have no money. We want to borrow \$375,000, so we can pay the wages of the men who are working on the job, and we will take care of the rest of it." All right. We loaned them the money. They bought machinery, they had it sent out there; they hired men and sent them up in that canyon and put them to work; they bought provisions and took them up there and cooked them and fed them to the men. And then when all the bills came in they said, "Well, now, we haven't any money. We will pay you in installment payments." And that is what they had to do, they had to take their pay in monthly payments. And that is why we are paying our bills for that work, and you can imagine it is going to cost a few dollars more to make it up on monthly payments than if we had the cash in hand to do it. That plant was built on absolute nerve. The only money that we got from that was the money to pay wages, as I have said to you. And yet we have about \$15,000 going to waste there every month.

Supervisor Hynes, of San Francisco: What did it cost the City of Los Angeles to defend the suit instituted by the public service corporation?

Mr. Criswell: We have a corps of attorneys here who do nothing else. We have suits of that kind hanging over us all the time. When these bonds were released by the courts just a few weeks ago, and they were o. k. and everything was all right, so that we could go ahead and sell them, we started in and we sold them, and the *Los Angeles Times* objected to that. But we sold those bonds at about twelve o'clock one day, and at three o'clock that afternoon there was a case filed in the Superior Court, in which there was about forty pages of typewritten book matter, closely typewritten, no spacing, over thirty pages

of that was written in the past tense, and only five or six pages of it was written in the future tense, in which the court was requested to prevent the delivery of these bonds under a contract into which we had entered that day. The Los Angeles Gas & Electric Corporation, you will observe, has attorneys hired who do nothing else except to get ready to file these suits against the City of Los Angeles. And we have lawyers hired to do nothing else but fight them. The Los Angeles Gas & Electric Corporation, which dominates the situation in our city, is either owned or it is absolutely controlled by the same people who own the Pacific Gas & Electric Corporation. And I say that if one Company does not own the other, if Mr. Swashbuckler or Mr. Schwabacher, or whatever his name is, owns both, it is exactly the same thing.

Supervisor Wolfe: Have you any difficulty in pronouncing that name, sir?

Mr. Criswell: Which name?

Supervisor Wolfe: The name you have just referred to, I think you used two names. Do you know their names?

Mr. Criswell: I don't know that I know them well enough to give you the names exactly.

Supervisor Wolfe: I wanted to know whether you intentionally used that way of expressing those names, or whether you did not know.

Mr. Criswell: No, I don't know exactly—I merely know it is something like that.

Supervisor Wolfe: If you want to know the names, I can give them to you—one, anyway.

Mr. Criswell: I suppose, Senator, that if you recognize who it was I was trying to name, all the other delegates can do as well.

Supervisor Wolfe: I will take the liberty, if I take the floor later on, of referring to the matter, so I won't interrupt you further at this moment.

Mr. Criswell: That is certainly your privilege.

I had about finished, Mr. President. I think I have, in fact.

Mr. Cornish: What did you do with the money that that *Times* statement says you did not make?

Mr. Criswell: I don't know. I haven't

had time to analyze those figures, and I could not follow them as the gentleman was reading them. It is my understanding that in all probability this subject will be continued over until tomorrow, and in that case I would suggest that you call upon Mr. L. M. Anderson, the Auditor of the Public Service Department of our City, who can give you all of the figures, and give them exactly right.

Now, I know there has been some propaganda in this State in an attempt to have you of the smaller cities of the State fight Los Angeles. It has been stated that Los Angeles is attempting to acquire a monopoly of the power situation in this State. My friends, I want to say to you that we are not attempting to acquire a monopoly. We are trying in every way to get the Boulder Creek Canyon power, in the Colorado River, in part only. That one project of the Boulder Creek dam will develop some 700,000 horsepower, and we would like to have about 400,000 of that. We are absolutely in the fight for the benefit of all of the municipalities of the State. (Applause.)

President Hewes: The meeting will now adjourn to reconvene in this hall at 8 o'clock p. m., when you will have the privilege of hearing from Mr. Gifford Pinchot on this same subject.

EVENING SESSION.

Wednesday, September 28, 1921, 8 P. M.

Mayor Porter of Riverside: Whether we were of his particular party, or not, the manhood and womanhood of America respected and loved Theodore Roosevelt. (Applause.)

Theodore Roosevelt had the wonderful faculty, as boy and as man and as President of the United States, of seeing quickly through the great issues, the great policies, the great national possibilities of his time, gathering wisdom and suggestions from whatever possible source, and hurling them with all the vigor of his personality into his messages as President, and making them the policies of his country. And he had behind him and associated with him large numbers of men, the thinkers, the leaders, the men of courage and conviction and of daring of his time. From

them he absorbed the best ideas and the most practical, which he wrought out through the heat of his own intense and courageous thought into the public policies of his time.

Closely associated with Theodore Roosevelt, way back in the early days when we knew little of him, and again in the early days of his Presidency, was a man who had caught the vision of the conservation and the reclamation of the resources of the United States that should be kept forever inviolate for the common people. And that man, standing near to Theodore Roosevelt, was one of the suggestors of that policy of conservation and reclamation, that helped him to see into the possibilities, man of courage that he was, of creating the Panama Canal (Applause), of creating that which will later bear his name, the Roosevelt Dam (Applause), of saving the resources of this country for the people.

We were all amazed at the way in which Theodore Roosevelt, immediately on his becoming President, established new thoughts, new conceptions, new

policies for the great far Western arid public domain, for the reclamation policies. Would that Theodore Roosevelt, and God grant that he does, should see the fruition of his policies of reclamation as they are sinking into the consciousness of the men and women of California today, and the men and women of Nevada and of Arizona and of the great West.

It is with a thrill of pleasure that I greet here tonight one of the men who, in close association, presented to Roosevelt many of those thoughts and possibilities of reclamation and conservation which Roosevelt in turn made the national policies; it is with a thrill of gratitude for his service and a thrill of joy because of his great friendship with Roosevelt and because he will help us here tonight, I believe, to see more distinctly our opportunity and our duty in this great work of reclamation and conservation and development of the resources of our country, that I present to you Roosevelt's noble friend and supporter and associate, Gifford Pinchot. (Applause.)

ADDRESS BY GIFFORD PINCHOT

Mayor Porter, Members of the League of Municipalities, Ladies and Gentlemen: If the Mayor had hunted for weeks, he could not have given me an introduction to you that I should have so deeply appreciated as this one that he did give, mentioning my friendship for the man who stands at the head, not only of all Americans of his time, but of all other men of his time—first citizen of the world.

I feel quite at home in California, although I must confess I do not feel at home in Santa Monica, for the reason that the last time I was here was some thirty years ago, and it has changed since then, so changed that I would not have known it. But I am just as glad to be here, and a good deal gladder than I would have been had Santa Monica been just the same as it was then. I came here at that time to see a eucalypt-

tus tree that had grown some thirty feet in two years. By this time your town has considerably outgrown that tree.

I am a Pennsylvanian, but I think I would rather conceal that fact from you tonight, because California has gone so far ahead of Pennsylvania in her appreciation of what natural resources are for, and what ought to be done with them, than has Pennsylvania, that there is no comparison whatever. You have emerged from the boss system here in California, and we are clear down under its thumbs yet in Pennsylvania. I hate to confess it, but it is true.

The situation of Pennsylvania reminds me a good deal of the old story of the man who fell off the scaffold and was knocked senseless, and the doctor happened along the street while the other hodgecarriers were standing around him and discussing his condition, and

knelt down beside him and felt of his pulse and then got up and started to walk away, saying, "The man is dead." Just at that time the laborer who had been knocked senseless raised his head, and started to get up, when one of his co-laborers rushed over to him and said, "Lie down, you fool. The doctor says you are dead, and the doctor knows best." (Laughter.) There are a good many times in Pennsylvania when they start to do a thing just because the doctor says so, and the doctor knows best. But some of these days, we are going to get up, and when we do, the bosses won't have anything more to do with matters political in Pennsylvania than they have had in California since a time not so many years ago with which you are all very familiar.

I can't remember when I first knew Theodore Roosevelt. But I do remember the first time I saw him after he became President. It was when F. H. Newell and I (and Newell, you know, was the head of the Reclamation Service) took up with him the question of the passage of the Reclamation Act. And in his first message to Congress, Roosevelt said there were no more important internal questions in the United States than the power and water question—that was in the very first message he sent to Congress when he became President upon the death of McKinley. He touched upon those two big questions, which were the most important questions of internal consideration, and which are today the most important questions for the State of California.

Roosevelt's conception of the conservation policy was simple and clear. He saw the natural resources, as we all see them, of course, as the foundations of all prosperity and welfare for everyone everywhere. He saw that food and drink and shelter and clothing, the necessities of life on the material side, were founded in these natural resources that have been given to us by Almighty God, not that they should be used mainly for the benefit of a few people, but that they should be used impartially for the benefit of the largest number of people. The central idea of the conservation policy is the greatest good to the greatest number for the longest time. So his quick

and clear mind perceived the situation—it was clear in the mind of the man who believed in doing large things, that it is going to be just as important for the children who come after us to be prosperous and well-fed in their day, as it is for us to be prosperous and well-fed now. And all in the world that we are, from one point of view, is trustees for the next generation, and the next and the next.

Of course, conservation means use. Some of you will remember, when the conservation policy was being bitterly fought, and Roosevelt was being attacked for it when the National Forest Service, which at that time was carrying on a fight under Roosevelt's guidance, was being not only attacked, but when efforts were made yearly in the Senate of the United States to destroy it. You remember that the charge was made that we were trying to tie these natural resources up, that we didn't want them used, that we wanted the coal to stay in the ground for generations unborn, and the water power to be undeveloped and the forests to stay and rot. But Roosevelt's conception was clear, that the natural resources were, first of all, for the use of the people of the present generation, that we had every right in the world to the use of that which we needed, but absolutely no right to waste one pound of coal or one foot of lumber or anything else that we did not need and that might be of value to those who are yet to come, and, as I said before, whom we are coming to find out it is just as important to know should be well fed and prosperous in their day as we are now. It was use first, and then conservation for the purpose of use. No one ever wanted to keep these water-powers tied up; no one ever wanted to keep the coal in the ground. But what we did want was, to see that the water-power was used on terms that were as fair to the people as they were fair to the great corporations that developed that power; that the coal, which you haven't out here, but which you need, ought not to be wasted, but that it should supply your needs just as long as it could; that every spear of grass on the public range should be used, but so used as to keep your prosperity, so far

as cattle and sheep are concerned, and getting the highest possible good out of it.

All of this conservation policy was directed to just one thing, and with just one motive, and the thing and the motive were the same—the greatest good to the greatest number for the longest time. With that no one ever found fault. All that anyone ever found fault with in the conservation policy was not the principle of the thing; the man who found fault was somebody on whose toes we had to tread in applying that principle to our common, ordinary, every-day life. Everybody was for it when it consisted in conserving the resources that the other man was interested in; but when we got down to issues and began to say, “John Smith, you be good,” and “Richard Roe, you be good,” why, then the fight was on. And that fight, my friends, will be on just as long as there are natural resources unappropriated, just as long as there are people in the world who would rather see those resources used mainly for the benefit of the few than for the benefit of all of us. But the Roosevelt principle was that it was better to help the poor man make a living for his family by the disposition of those natural resources, than to make the rich man make more dividends for his company, and that is a scientific policy. (Applause.)

I have had the great good fortune, for I used to be in the United States Forest Service, to have had my hand directly on some of the water properties of the State of California. I am proud to be able to say that I had something to do with seeing to it that the City of Los Angeles got the rights of way and the water rights which were essential to it, and without which its magnificent aqueduct would never have been built. I am proud to say that I had something to do with seeing that the site and the right to use the Hetch-Hetchy was granted to San Francisco, and that was a controverted question, too, if there ever was one. Some of you remember that.

And I am here today, not as a Pennsylvanian, not as a citizen of any other State, but simply as a lover of California, an old friend of California, because

I hope to be of use in putting over what seems to me to be one of the biggest things that can be done, and a bigger thing than ever has been done by any other State in the matter of the conservation of natural resources—I mean the passage of the proposed California Water and Power Act. (Applause.)

It is a matter of common knowledge that California needs more water and needs more power, needs a great deal more water and a great deal more power. And if the rest of California goes on growing as Los Angeles and Santa Monica have grown, and I must include Riverside, Mayor Porter, and there are lots of other towns like them—if California goes on growing at that rate, all the water and all the power that can be developed in the State will be none too much for the use of its people. But the question is up, and it is one that can never be ditched in a matter of this kind, it is a question that is as old as the human race—the question of the motive that is to lie behind the development that you have got to have. It can be stated simply like this: You have got to have it—more water and more power. Is it to be water and power at cost to the people, or water and power at a profit for the corporations? That is the simple question. It has got to be decided, and it is to be decided in this State a year hence from this coming November. If the people of the State of California, as I haven't for the moment the belief that they will, should decide to hire the water power corporations to do for them what they can do better for themselves, their action would have just this one result: it would mean that every user of power in this State, from the great, productive company using thousands of horsepower, to the motor of a family having an electric motor on the family sewing machine, every user of power in this State would have to pay toll, and a higher toll than they would otherwise have to pay, to the corporations. I have nothing against corporations as such. I am not a corporation baiter. But that does not prevent me from seeing facts as they are. And that is the first fact.

The second fact is that, if the cost of production is increased in this way,

then it will inevitably be passed on from the purchaser to the consumer, and every head of a family in this State, from one end of it to the other, would carry his or her burden of increased cost of living because of that thing. It is so simple, so elementary, that it seems hardly worth while to state it.

You know this is not like a campaign speech, this speech. During a campaign a man makes one speech. He may make that speech three hundred and forty-five times in three hundred and forty-five different towns, but he always makes the same speech, and by and by he gets to know it by heart, and could say it backwards in the dark. This is the first time I have made this speech, and so you will excuse me for every now and then looking at my notes.

There isn't any reason why the people of the State of California should turn over to the big corporations the job of developing their water and their power. And the reason that is so is this: that municipal ownership, construction, and operation of works, for water and for the production of electricity, have been tremendously successful in this State of yours. They might not be in Pennsylvania just at this stage of the game—I don't know. But I do know that they have been so in California—from Alameda in the north to Pasadena in the south; from Palo Alto in the north to Riverside and Los Angeles in the south — actual practical proof is shown in the State, from one end to the other, that municipal ownership of these matters is a real success. You have the example before you, and the example cannot be denied, for there is one simple test that can be applied in all these cases, and that is conclusive, and that is the character of the service and the price of the service to the consumer. And public ownership, as I am told by men who know, gives better service, and lower rates, here in California, than private service does.

I remember, for example, that in Pasadena under private operation of the electric works, the charge was 15 cents a thousand kilowatt hours, and now it is from 5 cents down. In Los Angeles, it was 11 cents, and now it is from 5 to 6 down. In Cleveland it used to be

12½ cents, and it is now 3 cents. In Seattle it used to be 20 cents, and it is now 5½ cents. And, so far as I have been able to learn, these reductions in price, made in the face of rising costs of all kinds, are accompanied step by step and side by side with better service. So that the argument that the consumer does not benefit falls flat to the ground. And these things are true, not only in the cities that I have mentioned, but in other towns, and not only in other towns, but in hundreds of other towns and cities all over the United States and Canada. Practical experience is a hard thing to beat.

Another thing: You have been trying private ownership development and the operation of hydro-electric works in California. As compared with municipal ownership, the private operation of these great waterpower plants has been a glaring failure, and I weigh my words when I say it. And they have failed in two respects: first, they failed because they have not supplied power enough, and I think every man within the hearing of my voice knows, as does every woman, at least everyone who has followed these things, of the shortage of power in this State immediately following the war, and the fact that the companies were not able, for one reason or another, to give you what you ought to have had to fill your needs. They fell down. And that failure is so plain that everyone knows it; that they fell down in supplying sufficient power. That was the first, and the second was that they fell down in supplying what power they did furnish at reasonable rates, and I have given you the proof of that in the figures I submitted just a moment ago. Remember that.

There are certain things about this matter of the comparison between private ownership and public ownership and operation, which are usually misunderstood. It is a commonplace among those who have not studied the subject to say that municipal operation is wasteful, that it is very expensive, that it does not compare favorably in efficiency with that of the great private companies; whereas, as municipal ownership actually works here in California, the exact opposite is true. In the first place, municipal ownership gets money for

construction at a very much cheaper rate of interest than the private corporations are able to get it. In the second place, and this is a thing that many men won't believe at first mention, there is very much less waste in the construction under municipal ownership than there is under private ownership. And that is because under private ownership, and this is one of the proofs, the total cost of construction is taken account of by the public service corporation, and, whether the money is spent with more rigid economy, or there is a good deal of waste creeps in, still, the public service commission allows, and necessarily must allow, a fair return on the capital actually invested. But the municipal corporation is being watched, the municipal construction is being watched, and, as a matter of fact, municipal construction has turned out in this State to be more economical than private construction.

In the third place, there is very much less general expense in the operation of a plant by a municipality than there is in its operation by great corporations. You do not hear of anybody at the head of a municipal plant, or a municipal organization, getting \$20,000 or \$30,000 or \$40,000 a year. It isn't done. But there are plenty of private companies where such sums are paid in salaries. And you will find, if you examine into it, that the general expense of operation to the municipality is distinctly and notably less than that of the corporation.

In the fourth place, municipal ownership is not required to charge high enough rates to provide any profit for anybody. It is worth while to remember these facts, for they have been put in my hands by men who are so placed that they have a right to know, and they are the facts.

Of course, to return to what I said before, the final proof of the matter is that under municipal operation the service is better and the cost is less. And I do not need to tell you gentlemen, representative of the municipalities of California that that is the fact, for you know it already out of your own experience.

Now, the proposition for the State of California, and I need not take any time to outline the general provisions of the

bill, since you are all familiar with it—the proposition of the State of California is to advance its credit, without additional taxation, without the issuance of bonds by the municipal subdivisions—to advance its credit for the purpose of developing the undeveloped powers of this State. It is so sensible and reasonable and straightforward, that it would have substantially no opposition, were it not for the power companies themselves.

I have had a good deal of experience with water power corporations in the last twenty years. I think I know something about the way they work. Their motto is, and it is not unnatural, "All the traffic will bear." They take what they can, and what they can't get, they don't take. That is all they do not take. We have had to fight them for years. Roosevelt was the first man to stop the taking of waterpower that belonged to the people. He stopped it. And I well remember the time when I used to get notices from the agents of the water-power corporations that this fight had gone far enough, and they would take what they wanted. The fight lasted fifteen years, but they did not take what they wanted. At first they demanded a grant in perpetuity, then they demanded that they should take them over without payment, and we drove them point by point out of their entrenchments, beat them over and over again, and finally beat them decisively, and the National Power Act, which was passed a year ago last June, makes it absolutely certain that at any rate the water powers that are in the hands of the people of the United States will never be turned over to the corporations on terms which put the people of this country into their hands. That is one thing that has been accomplished. (Applause.)

But, mind you, it took fifteen years to do it. It won't take you as long, nor anything like as long, to settle your fight here. But I would like to have you remember in this connection that the power men were beaten in the nation, and that you can do the same thing right here in California. What we have done once, we can do over again, and to do it the second time is never as hard.

It is a simple thing to see that the people of California are threatened with exactly the same situation that the Nation was threatened with when Roosevelt began this fight. You know just as well as I do, and some of you very much better, how the grip of the power corporations has extended, little by little, over the State of California. The consolidations in the south, and around San Francisco, and again in the north, have been going on steadily, until fewer and fewer and larger and larger corporations have controlled these powers. It is as certain as anything can be in the future, that if you allow concentration of that sort to go on, you will have to do again what you did when you drove the Southern Pacific Railroad out of politics so splendidly in this old State of yours, and you will have to drive the power men out in their turn. (Applause.)

First of all, remember, this power fight means more to you people in California than it would to the people of any other State of the Union. Because, in the first place, no other State has such resources of power, and in the second place, you have no coal, and in the third place, your oil will not last forever. Many men think now the end is in sight. And, in the fourth place, waterpower is the one perpetual, inexhaustible source of power—there will never be an end to that, so long as the sun shines and the rain falls and the mountains send down their water to the sea.

In the fifth place, remember that the man who controls a monopoly of power will soon control all the rest. There is no monopoly that ever has or ever can compare with a monopoly of mechanical power, for that means transportation and manufacturing and light and heat and all the rest of it. There is no other monopoly so dangerous to the State, none that is as threatening as that, not only here in California, but, until recently, in the nation at large.

Now, there are a lot of arguments that you are going to be met with as this fight goes on. The power people, and as I say, I have known them for many years, are extremely intelligent. I have seen them send to Washington

the biggest lobbies, the most influential, and I think the most expensive, that I have ever seen in that lobby-haunted town; even, in one case, a Governor, the clever waterpower owners sent, as a representative to Washington. Yet we beat them. That Governor was rather an ex-Governor, and of California—he was not California's Governor at the time, or it might have been different.

Now, these men are going to give you a large variety of arguments. They are going to say, for instance—(do you mind if I put on my glasses? I can't see as well as I could the first time I was in Santa Monica)—they are going to say that public ownership will fail. If they really believed that, they would be the most earnest backers of the California Water and Power law, because they would know that if public ownership did fail, then the works built by the State would fall like plums into their laps.

They will tell you that private development under regulation is the answer, and not public ownership. There isn't any regulation that begins to be as effective as the competition of a publicly owned plant with a privately owned plant. Don't forget that. That beats regulation all to pieces. (Applause.)

They will tell you about the risks and dangers of waterpower development. If that is so, why are they so anxious to keep all these risks and dangers for themselves, and not pass any of them over to the cities?

They will tell you it can't be done, because it has never been done. But it has been done with enormous success. You gentlemen of the League of Municipalities are familiar with the wonderful success of the Province of Ontario in taking power from Niagara Falls and distributing it at something like one-fifth of what private companies were selling it for to, I think, something like a hundred different municipalities. And what the Canadians have done in Ontario, of course Californians can do in their own State. Why, of course. (Applause.)

They will tell you that this is a Los Angeles measure, and they will try to set one-half of the State against the other. The bill itself is the answer to

that. The bill makes it absolutely clear, and of course what the bill says is conclusive, that this applies without discrimination to the whole State of California. That settles that question.

They will speak of the greater expense of the operation of municipal plants. The testimony of practically every city in California is overwhelmingly the other way. They will urge that a large debt may be created. Can you make any great public improvement without the danger of creating a debt? But the difference in this case is that the works in which the money will be invested will themselves return the outlay and pay back the debt without any taxation whatever, and that is different from what will be done with issues of bonds that I know of in my own State, at least.

Then, when they can think of nothing else, they will yell "Bolshevism!" "Socialism!" and you will hear that from lots of them. If it is Bolshevism and Socialism for the people of California to get together to help keep themselves and their children out of the grip of a great monopoly, to take out from the cost of absolute necessities of life the profits of great corporations, why, let them make the most of it. I call it good, sound, American common sense, myself. (Applause.)

There is one thing I want to say right here, before I forget it. While you are at work at this measure, there is one thing you must not do. I can't give you orders, but I can implore you. That is, under no circumstances let the Boulder Canyon site go out of the public hands. (Applause.) With all you are getting, get that Boulder Canyon site for the people. Because that of itself, if it passes into private hands, will be a monopoly in spite of public regulation, such as will make the people mighty sorry that anything of that kind ever took place. One thing you surely ought to do, is to save Boulder Canyon. A lot of you have been there; I never have, but I have known about it for a good many years, for I have been in close touch with the Reclamation Service since it was started, and I know enough about it to know that that is one thing that has got to be saved.

It goes without saying, I think, that I

would not have come all the way across the continent from Pike County, Pennsylvania, if I had not believed in this California Water and Power Act with my whole heart. It would be too bad for you, with your unrivaled power possibilities, with a population that is in the habit of looking after itself, as yours is, because you have passed beyond the possibilities of many and many a thing—I am not trying to flatter you or puff you up or say pleasant things—it is a simple, cold fact that the public business in California is done far better than in most of the States of the Union—it would be a shame, I say, if, with the power and with the civic capacity you have here in this great State, you should let this thing go out of your hands.

I mentioned Pike County, Pennsylvania, a moment ago. That is my home. There is a story that my father used to tell, and it is about the only story I know, but it is pat to this situation, I think. There was an old fellow up in Pike County by the name of "Curly Pete Quick." Curly Pete was a great character, one of those big, slab-sided, red-headed fellows, with big hands and feet, a hard drinker, a hard swearer, and a hard father generally—this was some 60 or 70 years ago. Curly Pete had two curls that used to hang down in front of his ears. When Curly got a little "het up," he would put one curl behind his ear, and anybody who was familiar with the situation with Curly would take a back seat, when he saw that. When he put two curls around his ears, why, anybody within reach was liable to go out of the door or the window or any way that seemed most convenient.

There was a sheriff up there in those days by the name of Hoffman, and he had a sister by the name of Emeline. Emeline was just as famous as a scrapper in her way as was Curly Pete in his. Emeline was getting along toward the shady side of life, and Hoffman thought it would be a good thing if he could make a match between Curly Pete and Emeline. Well, it worked, and finally Emeline and Curly were married. Then the rumor began to go around the settlement that Curly had joined the church, and nobody believed it, because they all knew Curly. But it kept on

persisting that Curly had joined the church, and so one morning the sheriff hitched up the old mare and he drove around to Curly's place, and he found him making garden, and he said, "Curly, I heard you have joined the church. Is that so?" And Curly said: "Yes. I have joined the church. I thought it was a little too much to have Emeline for a wife and go to hell, too." (Laughter.)

Now, I think it would be a little too much for you people here in California to have the power and to have the population to handle it, and still let these great corporations take this thing away from you and take the profit out of it before you come to use it. It seems to me that is not good common sense.

You have not only a law, which, by the way, is a model of bill drafting—I have had a good deal to do with drafting bills for the last 25 years, and I think I have knowledge enough to say that the California Water and Power Act is a beauty; it is admirably done, the man who drafted it ought to be proud of it—that is certain. The principles that it represents are absolutely sound and fair. That is second.

And, thirdly, you have in the men who are pushing this work men in whom you can have absolute confidence. I do not need to name but one or two—you know them far better than I do. But William Kent, the head of the committee, has been a friend of mine for 30 years, and I would put my hand in the fire for him any minute. What Bill Kent says is true, and what he says he will do, he will do. And I know the same thing is true of his associates. (Applause.) Of course, the men here in these communities who are backing this thing are men whom you know, and without any mention of names by me, they are a guaranty that the thing is sound and fair and right. You have the best kind of a cause, an admirable weapon for carrying that cause through to success, and the men leading that cause in whom every man and woman of the community can have entire confidence. It is an ideal situation from that point of view. Nothing better could be said for it.

Now, then, and I am almost through. I have come here not only because I

believe in this thing, but because I have a very grateful feeling in my heart toward California. I owe a debt and a very deep debt to the people of this State. So that it is in my mind that whenever I can help anything that concerns California, I have had my pay in advance, and it is my duty to come and help if I can. And it is this: Many of you may have forgotten it, but I have not, that in the early days of the fight for the national forest, when the friends of the national forest were few and far between, as scarce as hen's teeth, California was the one Western State that stood up for it; California was the one Western State that demanded that its forests should not be taken away from it. And the effect was such that California's stand was one of the great factors in the ultimate success we had in saving those forests. (Applause.) It is a great thing. And I owe that to you. There has never been a time when I was Forester, or since, when the national forests were in danger, that I could not absolutely count on the support of California and California's delegation in the Senate and House at Washington, to stand behind the saving of the forests. And now that you have saved the forests, I am here to put before you the reasons why you should also save the water that those forests produce and yield—first the forests and then the water.

If you pass this law it will be a declaration of industrial independence. It will be, in my judgment, a triumphant success, in practice, and it will be a shining example to be followed by all the rest of the States. I have been in this conservation work for more than 30 years and I give you my word that I have only just begun to understand really how tremendous is the part played by wood and water in the life of the average man and woman. As you come to analyze the situation, it is utterly hopeless to escape from it for one moment. You are surrounded by it. Wood enters into your daily life in more ways than you can begin to imagine, if you have not actually studied it. You cannot eat or use or wear anything, or live in a house, or transact your business, without the help

of the forest. It is absolutely impossible to escape from its influence for a moment. Why, I doubt not there is many a girl in this hall this evening who thinks she is wearing silk stockings, when, as a matter of fact, they are made from wood—artificial silk, spun from wood. You can't wear a clean shirt without the forests—it takes resin to go into laundry soap. And I might go on indefinitely showing you how you cannot escape the forest for a second.

The same thing is true, of course, of water. So that, in talking of this matter, I feel as though we had gotten absolutely down to fundamentals and to things which control the well-being and happiness and comfort and safety of the average man, woman and child, as nothing else can.

You people of California have it in your power to do an enormous benefit to yourselves and to your State in this measure. There is no other such opportunity anywhere in the United States. Your great mountains produce such water power as no other State begins to have. Your forests conserve that water for you. Your people are ready to handle the question with such civic consciousness and intelligence as is not to be matched elsewhere. The whole thing is laid before you as an opportunity so great that it seemed to me my clear

duty when the call came to come here 3000 miles just to make this statement to you. (Applause.)

Lastly, not only the welfare of California in this matter is at stake, but as I say, California's example will be followed by State after State throughout this Union, and gradually the threatened domination of the great power corporations will be set to one side. It is a tremendous opportunity that you have ahead of you, and I don't doubt for one moment but that you will decide the thing aright. Water and power at cost to the people, at cost for the people; or water and power at a profit for the corporations. And when you are handling that subject, I ask you to remember just one thing—that the public good comes first. I thank you. (Applause.)

Mayor Porter: I want to call to this platform a distinguished woman of this State, who has been giving her thought to this matter for a long time. I desire that you shall at least see a type of the splendid womanhood of California who are interested in this great public beneficence. I call to the platform Mrs. Cable, of Los Angeles. (Applause.)

ADDRESS OF MRS. HERBERT A. CABLE

Of Los Angeles

Mr. Mayor, Guest of Honor, Ladies and Gentlemen: To be called on in this most unexpected way is very disconcerting, and I am sure I would have mistaken the exit for the stage entrance but for one thing. That thing was a remark that Mayor Porter made to me before the opening of the meeting to-night.

As you know, there has been in the course of discussion in this convention a very vital issue, and the discussion has been going on all the afternoon to-

day and will be continued tomorrow morning. Mayor Porter said to me before the opening of the meeting that not a woman's voice has been heard in this convention on this question so far. So I could not refuse to express here the conviction and the assurance that if a woman's voice had not been heard, and many women's voices have not been heard, it was surely from no lack of interest in the question under discussion. The speaker said that women are in-

terested in this subject because women are voters, too. We are voters, have been so in California for many years, and nationally in the last two years. But that does not span our interest in such questions as this, for our interest began long before we were voters. May I call your attention to just one organization of women, the General Federation of Women's Clubs, which, in its organization, has covered a period of some 50 years. It began with the study circle, expanded to the civic group, and finally took interest in national affairs. When it began to function and to turn to its national government for inspiration and for opportunities of assistance, the first department to receive its attention was the Department of Conservation. And it happened that just at that time the Conservation Department of the Federal Government was making an effort to interpret the meaning of the word "conservation" to the people, not in reports and dry-as-dust statistics, but in real, living terms. And the medium for that first interpretation of true conservation as a living issue, was made largely from the platforms of the women's clubs throughout the country.

I do not speak tonight officially for any group of women. I speak as an individual voter and taxpayer and citizen of our government. But, knowing

women's work, knowing their support and interest in this most vital question of conservation, I think I can say assuredly that women in large numbers, are combined in sane, constructive effort looking toward the conservation of natural resources, just as they have been behind all such movements, whether national or State, whether resulting in securing the great forest reserves and national parks or the redwood forests of California, or whether in securing to the next generation all this life-giving power of water and water supply and hydro-electric energy. I say this because I know women, and I know that women are the natural conservers—conservers of the race, and because conservers of the race, vitally interested in the conservation of those things that are vital to the life of the race—the natural resources of the land.

I thank you. (Applause.)

Mayor Porter: I desire publicly to thank Gifford Pinchot for putting aside other interests and special ties that might have held him at home, and coming 3000 miles to give us his splendid message, to which I am sure we shall respond. I want to thank Mrs. Cable also for coming, though called so suddenly, to this platform. Let us remember what we have heard tonight, and put it into action tomorrow. Good night.

THE WATER AND POWER SITUATION IN CALIFORNIA

(Continued)

THURSDAY, September, 29, 1921.

9:30 a. m.

The President: The special order for this morning is further debate upon the subject under consideration yesterday and last evening, the water and power situation in California, with particular reference now to the report of the Special Committee on the subject, the mo-

tion being that it be adopted. The Chair will be glad to recognize anyone, and the members will bear in mind that the debate must be confined within proper limits, as we have much other important matter for consideration before the Convention.

ADDRESS BY JAY A. HINMAN

Secretary, San Joaquin Valley Association of Municipalities, Bakersfield

Mr. Hinman: There is no doubt but what we have in the State of California plenty of power and water for the uses of the entire State.

The power and water conditions of the State must be studied from every angle with a fairness for all parties concerned.

Los Angeles has shown us the way. While certain people were clamoring against the City of Los Angeles making less than a dozen filings, the public utilities had 107 filings covering 700,000 horsepower. In a certain report that was made, it was stated that if Los Angeles was permitted to file on the sites she contemplated, there would be nothing left for the public utilities. I want to say that so far as that is concerned, I would sooner run the chances of the purchase of power and water from Los Angeles than a public utility. I believe we could get better rates.

I come from Kern County, a county that produces more resources than any other county in the State. Why? Do you know? We furnish Los Angeles, Riverside and southern California with their gas, oil and electricity. The Southern California Edison Company comes to us and puts a \$20,000,000 plant on our river, they put a pole line across our county, they come to our board of Supervisors and have a franchise passed granting them the privilege of constructing and operating same, for this they pay \$100. Just think; the whole sum of \$100 was paid for this franchise, and this franchise reads (for this \$100), they must not serve one kilowatt of electrical energy in Kern County. Remember also that this same \$100 is capitalized at one-half million dollars. Who is paying for that valuation? The consumers.

There isn't a doubt in my mind but that the State is falling into the hands of the public utilities. As long as this condition exists we are unable to help the farmer upon whom we are depending for our existence. And I say: There is a serious condition existing today.

Utility stock is owned by State, county and city officials. Consequently you will find much opposition to the project we have before us from that source. So, when you see an official fighting what we are contemplating doing—to put over—the State control of the power and water, you will find out that he probably has public utility stock in his pocket.

Taking up the matter of stock, let me tell you how they are getting rid of their stock. The people today are getting four per cent on their little deposits in the savings banks throughout the State of California. At the present time the public utilities are very anxious that the farmer, and other consumers own some of this stock. To accomplish this the public utilities are interviewing the Banker to see if they will accept their stock as collateral security for loans. Just think of it—accept the stock of a public utility for loans.

In other words, the bank will loan the money for seven per cent, and the stock is guaranteed to yield eight per cent. Figure it out for yourself. The Federal Reserve Bank, as you all know, would not accept such collateral security for loans from the other banks. The Railroad Commission of the State today is not in a position to handle one-fourth of the business, of the utilities of the State.

We have been trying for eight weeks to have the water conditions righted in East Bakersfield, owing to an engineer making a wrong survey on the water, and we have not got it yet. In fact, the water conditions in Bakersfield are in such a state that we are contemplating purchasing our own water system, putting in our water system by taking water from the Kern river, using the water and deriving the power from that source in the same way that Los Angeles is doing today. In doing this we think we will be able to get some power for Bakersfield.

We are going still further. The Kern County Farm Bureau has a man at the head of it who is a hustler, a fighter for

Kern County and they have concluded that the proper way to handle the power and water for the people is to form a district comprising the entire county, for taking over the poles, wires and so on. In other words, the distributing end of the proposition, which I think is the proper way to handle this power and water situation.

On Railroad Commission control we were obliged to curtail our electricity and pay surcharges during the war. J. J. Deuel, president of the Farm Bureau, discovered at Taft a pipe that was belching millions of feet of gas into the air. The Commission was notified of this waste and nearly a year later came down to find the pipe. The Farm Bureau President was notified that they were unable to do so. In company with Mr. Deuel the party went to Taft and it was discovered that the pipe had been extended about a half a mile over into the canyon where the noise of the escaping gas would not be heard. And still we were obliged to curtail our use and pay the extra surcharge. Is there anything fair in that way of handling the people's resources?

Now, on this subject of State control, remember we have got to get to work, to put our shoulders to the wheel. Our talk amounts to nothing. We have simply got

to get out with our machines, burn up a little gasoline, and work to put this proposition over, and if we do, we can do it.

God gave us this water and the consequent power, and he never intended it to belong to a privately owned public utility. It is not a question of whether we should handle our own power and water, but we have got to do it to protect our own pocketbooks.

The San Joaquin Light & Power Company have constructed a plant on the Kern River, but as I understand, it is only a temporary permit subject to the district being formed by the Kern County Farm Bureau. So that you see will help us out somewhat. A response to a letter to the Federal Power Commission of Washington, D. C., which I will read, indicates that we should go right ahead with this proposition. The proposition is just this. We have got to own our own water and power that God has given us. We must put our shoulders to the wheel and pull all together, and in two or three years you will see conditions that will open every person's eyes in the State of California.

Municipal, county and State control of OUR OWN WATER and OUR OWN POWER. I thank you. (Applause.)

REMARKS OF FRED C. WHEELER

Councilman of Los Angeles

Mr. Wheeler: Mr. President and Gentlemen of the Convention: I am exceedingly gratified that the gentleman from Hillsborough started something. I have lived in California for some 35 years, and I never heard of Hillsborough until the name was mentioned in this convention; but he certainly has put Hillsborough on the map.

It seems indeed passing strange that in this day and age, and in this community, where public ownership has been a fact, no longer a theory, but a substantiated fact and a successful fact, that it should be attacked in the manner that it has been. I desire to give you a few facts and figures in connection

with our own local plant.

The gentleman stated yesterday something about our having to pay for the maintenance of our power project out of taxes. Three weeks ago, we passed the tax rate of the City of Los Angeles, a reduction of 15 cents from the rate of last year, and the reduction came from the money turned into the City Treasury by the Bureau of Water, Light and Power. Not only that, but every cent and every dollar of the entire indebtedness can be paid in the same manner. So much for that point.

We have been up against litigation of the most vicious kind for a number of years, and this litigation is expensive

—and yet, while the costs have amounted to considerable, the loss of revenue that the City of Los Angeles has suffered amounts to \$5,300,000, and this loss was caused by the private power companies who are fighting municipal ownership not only in our city but in the rest of the State. Yet in spite of that fact, gentlemen, while from the census of 1920, we were the tenth city industrially in the United States, in less than two years we have gone to the seventh manufacturing city. And that was almost directly and wholly caused by the fact that we have cheap water and cheap power. And those things are municipally owned, and we would not have either cheap water or cheap power if they were owned by the private corporations. (Applause.)

We were up in Nevada the other day, some of the gentlemen—I was one of them—and had a conference with the Governor there, and he stated that the Guggenheimer interest had been there but a short time before, and this is the story they told: They said to him: “Governor, we mine our copper and ore in Nevada and Utah, we send it from here to Perth-Amboy, New Jersey, we pay the freight on it, there it is put in shape and then it is sent back to the Western country to Los Angeles and San Francisco for export to Russia, China, and elsewhere in foreign trade. You people go ahead and get that power in Boulder Canyon, and what will be the result? We can put up our smelter there, and we can have these industries on the Pacific Coast, and the result will be that the people will get the product for much less than they did before, naturally, as there will be two freight rates cut off, and here will be the gateway for export of copper to all the western world.”

That is only one of ten thousand things which you might see. And I only say in passing, while we have gone from the tenth city to the seventh city in the amount of our manufacturing, that is owing to our low rates; yet better things are in store for us.

As I said from this platform on the opening day of this convention, while we may have rivalry, one city with another, in this State, and it is right we should have those things, we grow

strong and big and powerful and virile, and it is for the best of the community; yet we have no jealousy, and in the meeting up north there at Fresno when the northern counties themselves proposed this proposition, as has been read by Mr. Locke from the report of his committee here, what was the attitude of Los Angeles and southern California upon that proposition? Why, we said: “We have nothing in particular to gain by this, because we have already gone into the future, already won the future. But we say to you people of northern California, from Tehachapi north to the Oregon line, ‘You fellows go to it with your light and your power programs, with the credit of the State of California behind you, and we in Los Angeles and southern California will back you up to the very last man.’ And we are not going to make a trade with you and say, ‘We will do this if you will back up Los Angeles and southern California in the Boulder Canyon project. We want you to do it, but this is not in the nature of a trade. We are going to get behind you people in the north, because it is right we should get behind you, and you are entitled to it. That is why we are going to do it.’”

Now, they say the cost of this is going to be upon the property owner. I have just been figuring up my own taxes on my own house and lot, and I find those taxes were \$38. But what do I find: The difference between the private ownership of water and the private ownership of electrical energy, as compared with what we have now with publicly owned water and publicly owned power, I find that in water rates alone I am saving from \$9 to \$12 a year as compared with the rate charged by the private company, and mind you, this is only one lot with a few flowers in the front of it; and I find that my electric light bills show a saving of from \$15 to \$18, or, in other words, a net total of \$26 a year, when my entire tax upon my property amounted to but \$38. In other words, my taxes have almost been eclipsed by reason of the fact that we have municipal ownership in the City of Los Angeles.

I want to say to you, too, that we have made a beginning which will finally result in our taking over the en-

the Edison Company's system in this city, and yet there is one of the companies that still has a distributing system in part of the city. And, friends, the peculiar part of it is that where this private company has a monopoly, the rates are higher than they are in the other parts of the city where the municipal line is in operation. I ask my friend from Hillsborough if he can, between now and the Day of Judgment, explain not only that one thing, but hundreds of others of like nature that we might present before you.

In conclusion, I say that not only are we getting these cheaper rates, but if it were not for the fact that we are in the saddle, so to speak, that we are in control of the City of Los Angeles, the electric power companies would be running riot with us, and instead of the saving as indicated by the figures that I have quoted to you, there would be an increase beyond that. They dare not, they cannot raise the rate, so long as we have our plant in existence.

This movement all over the State is a popular movement for control. Why, as I told them in Fresno the other day, they are worse than Rip Van Winkle. Rip Van Winkle slept for twenty years, but you fellows along that line of mountains have been asleep all your lives, and haven't waked up yet. But they are awakening from this long Rip Van Winkle sleep.

Moses, in days of old, smote the rock and the water came forth, but here the Lord God Almighty has smote the snow-capped peaks of the Sierras, and the water has been rushing down for the use of all mankind. I have read carefully, prayerfully, if we may so term it, the Holy Writ. I have searched with care the pages of history, and I have failed yet to find any place in Holy Writ or in history where it says that God Almighty placed those waters and the mountains and their snows, with the resultant rivers flowing therefrom, for the special benefit of the Edison Company or the San Joaquin Light Company, or any other company. They were placed there for all the people. And I want to say to the representative from Hillsborough, it is a crime against generations yet unborn, if we shall refuse to adopt the res-

olution before this Convention today. (Applause.)

We inherited certain rights from our forefathers who fought at Bunker Hill and the Brandywine, who went barefooted at Valley Ford, who rotted in the prison ship "Jersey." We received a matchless heritage from those forefathers of ours, and it is only right and true and just that we should give to those who come after us a heritage better than was left to us.

In conclusion, friends, I speak warmly and earnestly upon this question. I know what it has done for our community. I know of the men who worked in those departments, and know of their hours of labor being reduced and their pay increased, and yet on the other hand the rates for the city consumer, the water rates have been cut in two, and the time is coming when, by the municipal ownership of power, not only here but all over, that will have a tendency to make the housework more of a pleasure than it is today. The cheap electrical energy will come into our houses, it will come into the mills and the factories, the sweepers and washers and all of the labor-saving devices that can be operated by electrical energy, and then we shall know a time that we have never known before.

I repeat to you men of the north, you have been asleep too long. You have had golden opportunities in the past, and you have not embraced them. Now you have this great opportunity. And remember that this does not propose to take away from any man or any community that which is rightfully his; we are simply taking those gifts of God as being an orderly, systematic thing to do, to use them for the benefit of all the people. (Applause.)

Mr. Redington: I would like to ask the gentleman from Los Angeles, is the Public Service Commission of the City of Los Angeles this year going to pay all of the bond requirements on the hydro-electric bonds? Did I understand you to say that they are?

Mr. Wheeler: Not exactly, but they are going to have a lot more money than that. And, Mr. Chairman, in relation to the details, we have here Mr. Scatter-

good, Chief Electrical Engineer of the Light and Power Bureau, and Dr. Haynes, of the Board, and if the gentleman really desires information, he can get it by the wagonload, when their turn comes to speak.

Mr. Redington: I have all the information, sir. I merely understood you to say to this meeting that the utilities would pay the bond requirements this year.

Mr. Wheeler: Absolutely—we will not pay for it all in one year, however.

Mr. Redington: That is what I say—for this year is it not the fact that part of those bond requirements will have to

be met by taxation, out of the general fund?

Mr. Wheeler: In order to save time, I would ask that Mr. Scattergood take the platform, and he can give the gentleman from Hillsborough details.

Mr. Cornish: Mr. Wheeler, would you mind telling us what your tax rate is?

Mr. Wheeler: It is \$1.45; it was \$1.60, but, by reason of the amount we received from the Bureau of Power, Light and Water, it was reduced from \$1.60 to \$1.45. Mr. Chairman and ladies and gentlemen of the Convention, I introduce to you Mr. Scattergood, Engineer of the City of Los Angeles.

REMARKS OF E. F. SCATTERGOOD

City Engineer of Los Angeles

Mr. Scattergood: I have with me some of the facts regarding the earnings and expenses of operation and the resources and liabilities of the hydro-electric power generating and distributing system of the City of Los Angeles which I will gladly place before you.

The accomplishments realized by the City of Los Angeles from its power project have been three-fold: First, the fact of the city being interested in owning a municipal hydro-electric system has enabled us to get sufficient power in southern California to avoid an acute shortage. Second, it has resulted in keeping the price down to such a point as to successfully encourage the establishment of important industry, and the remarkable growth of industry in Los Angeles since the establishment of low municipal industrial rates in 1917 is quite well known to all of you, and, third, it has resulted in a large saving to electrical consumers generally, that is, domestic, commercial and industrial. It should be stated here that the city's municipal industrial rates are profitable and do not represent bonuses to industry.

Regarding the question of sufficiency of power supply, it may be stated that in the winter of 1919 both the city, through its Bureau of Power and Light,

and the Southern California Edison Company, realizing the imminent shortage of power, started in to build additional plants, both the Company and the city estimating that they would have them in commission in May, 1920. As you no doubt know, the last half of 1919 and first half of 1920 was the period during which construction conditions were the worst ever experienced in California, with high cost of material, high price of labor, with a shortage and inefficiency of the same, and a more or less general tie-up in the freight yards of the railroads in the spring of 1920. The city placed its plant in commission, that is, started operating the first unit, on the 6th of July, 1920, about six weeks late, and the second of the two units a few weeks later. The output of this plant greatly minimized, in fact, quite eliminated, power shortage in southern California. Those of you from northern California will realize the importance of this because of the untold millions of loss which resulted from power shortage in California during those years, particularly in the northern part of the State, such shortage not only interfering with existing industry, but preventing the establishment of new industry and giving the State a severe set-back in its efforts to bring Eastern capital here. The city

of Los Angeles owes to its municipal power project the fact that it has suffered very little and, on the contrary, has enjoyed remarkable growth during this period.

I understand that the Edison Company got their additional units in condition to operate successfully in March and April of 1921, nine to ten months late. During that period of time the municipal plant not only helped out by eliminating power shortage, but also increased the Power Bureau's net earning for the last fiscal year by something like \$550,000.

The municipal electric system of Los Angeles has been operating a little over four years, to be more accurate, since April of 1917, which was four years and three months at the end of the last fiscal year, June 30, 1921. During that period of operation the gross earnings totaled \$5,909,631, and the total expense for operation and ordinary maintenance was \$2,032,068, leaving a balance of \$3,877,563. The total bond requirements, that is, for interest and payment of principal on all outstanding power bonds, amounted to \$2,858,578, thus leaving a net profit or surplus earning of \$1,018,985. Payments of principal on bonds for the amortization of bonded debt amounted to more than a proper allowance for depreciation of plant, such as would be set aside by a private corporation, or should be, in a depreciation reserve fund. In other words, the power project of the city has earned, during the first four and one-quarter years of operation, during which it has built up a business, more than \$1,000,000 in excess of all operating requirements, such as operation and maintenance expense, interest and principal on outstanding bonds.

Furthermore, a reduction in rates enjoyed by electric consumers in Los Angeles and resulting from the existence of the municipal system meant a saving to the inhabitants of the city of something like \$2,500,000 during the last fiscal year and in previous years amounts gradually decreasing as we go back, but approximating a similar percentage of the gross collections for electric service for the past four years and lesser amounts previous thereto, so that some idea of the total benefits of reduction in

rates as compared with the rates paid elsewhere in California, including San Francisco, can be arrived at by counting up the savings during the last five or six years, in addition to considering the fact that the plant has earned a surplus of more than \$1,000,000 during the operating period. It will be of interest to know the further fact that the present worth of the system, as of June 30, 1921, together with warehouse stocks, was approximately \$1,000,000 greater than the total liabilities of the Power Bureau, including all outstanding power bonds, plus the total amount of moneys paid by the taxpayers for interest and principal on all outstanding power bonds from the issuance of the first of those bonds to June 30, 1921, showing that the taxpayers have an equity of \$1,000,000 in excess of all that the plant has cost them, besides great benefits in electric rates and the existence of an operating property which is now earning more than \$1,000,000 per annum of net profit or surplus.

The funds provided for bond interest and principal or amortization prior to the operating period, which started in April, 1917, amounted to \$2,399,548. A private corporation would have charged the greater part of this, representing interest, to capital, for amortization later, and they would not have allowed anything for depreciation or paying off of capital before the operating period. The city necessarily starts in to pay off the debt at once. By the end of the present fiscal year, that is, June 30, 1922, the power system will have earned an equivalent of all of the interest and amortization requirements of outstanding bonds from the issuance of the first bonds prior to construction, as well as during the operating period; also, all amounts required for operation and maintenance, and show a small surplus, that is, all of the \$2,399,548 of interest and principal on bonds during the construction period will have been covered by the earnings as well as the bond requirements during the operating period, together with all operating and maintenance expense, and show a surplus.

I know of no similar industry that equals such a showing as to pay its way out within five years from beginning

operation and at the same time establish rates so low as to result in savings to the consumers of from \$1,500,000 to \$2,500,000 a year for a number of years past.

The city, as a matter of policy, instead of using the earnings during the last two or three years for interest and amortization of bonds, for which they would have been sufficient, has chosen to use the money to build power plants in order to avoid power shortage and the enormous losses resulting therefrom—and instead, to enjoy the benefits of a growing city with increasing industries, resulting from plenty of power, and cheap power. This policy was determined upon by the Chamber of Commerce and other civic bodies jointly with the City Council and the Board of Public Service Commissioners.

I do not believe anyone is acting in good faith in expressing himself here to the effect that the city is paying for its project, in part, in taxes and does not give the facts as to the rest of the situation, which anyone can find out by going to the Bureau of Power and Light of the Department of Public Service and finding out the facts as shown by the books. (Applause.)

At the end of the present fiscal year the city will have an electric system, together with stocks on hand, of a present worth equaling fully \$13,500,000, with total net liabilities less than \$7,000,000. From this the condition of the city with respect to the future of its power project is quite apparent. The city's rate of interest on outstanding bonds averages less than 5 per cent, while corporations are being allowed on all investments, made since the first of 1918, an earning of 9 per cent. Furthermore, corporations are allowed an earning on the total original cost undepreciated, so that the cost for money on the city's plant hereafter will be in proportion of five times seven, or thirty-five, as compared with nine times thirteen and one-half, or one hundred twenty-one and one-half, which rate payers would have to provide as an earning on investment were the same under private ownership.

By the end of this year the municipal power project will be square with the world, financially, having made enough net earnings to equal total requirements from the beginning, that is, from the issuance of the first bonds, for interest and principal on bonds, after having taken care of operation and maintenance expense. All that the taxpayers have paid, and much more, will be represented in present worth of plant in excess of total liability, the equivalent earnings, and more, having been put in plant instead of being used to pay interest and principal on bonds. Therefore, I say to you, that, considering the situation as a whole, including the saving in rates, which will have been greater by far than the total liabilities of the system, by the end of the present fiscal year the city will have acquired a plant of more than \$13,500,000 in value, with not a dollar properly chargeable against it, except, perhaps, an equivalent of the amounts provided by taxes toward interest and principal on bonds.

A year ago, at Chico, I had the honor and pleasure of addressing you on the subject of the Los Angeles municipal power project. As a matter incidental to my talk, I suggested at that time that there appears to be no reason why the State should not, but on the contrary there is every reason why the State should, loan its credit in order to develop for once sufficient hydro-electric power to make possible the encouragement of industry, by the attraction of Eastern capital and otherwise, throughout the State of California, the State credit not only making possible the borrowing of sufficient money to develop hydro-electric power, but that which is also equally essential, the borrowing of money at a sufficiently low rate of interest that the rates for industrial power might be such as to attract industry to California, instead of the manufacturing remaining in the East, or in any other part of the country. We know that the cost of electric power as furnished by private companies is such as to stifle, rather than encourage, industry.

I thank you very much. (Applause.)

REMARKS OF MR. EDWARD I. WOLFE

Supervisor of San Francisco

Mr. Wolfe: Gentlemen of the Convention: I am going to ask your indulgence in permitting me to speak from the floor, and also to ask you to have some consideration for me by reason of the physical condition in which I find myself, for I haven't the strength that I should have to discuss thoroughly or express my thoughts completely upon the subject that is under consideration.

The man who is in public life or ever expects to get into public life, who is opposed to the principle of the municipal ownership of public utilities, is on a footing with the man who in King Canute's time attempted to sweep back the waters of the ocean with an ordinary broom. The man who is not big enough and broad enough to recognize that the wonderful powers of nature which are at our doors are virtually the property of the people of the State, and should be used and conserved for their better interests and for the improvement of the conditions of the several communities, may be compared, as was said by the gentleman from Los Angeles, to a Rip Van Winkle, who has been asleep so long that when he has awakened, his usefulness is gone.

I am in entire accord with the principle that is under discussion. What a position I would occupy, did I not take that stand! I am Chairman of the Committee on Public Utilities of the City and County of San Francisco. Your Secretary, Mr. Mason, is the Clerk of that Committee. And I am prepared to demonstrate, beyond the peradventure of a doubt, that the municipal railroad of San Francisco has been an unqualified success, has been run free from politics, has paid \$5 a day for eight hours' work to its employees, has accumulated a reserve at this moment in the depreciation fund of over \$1,250,000, has spent over \$1,000,000 in extensions since the day we established municipal control of the railroad, has paid every dollar of interest and provided a fund for the redemption of bonds, without costing the taxpayers of San Francisco one dollar—and all on a five-cent fare,

which we are not going to raise, either.

Let us clarify the situation a little. This is the first time in my life I have attended this Convention. I have attended other conventions, like that of the Supervisors' Association of the State of California—indeed, I am the Chairman of their committee on Legislation. I appreciate the good that comes from Conventions of this kind, providing we do not take ourselves too seriously, providing we do not assume to take all the burdens of government upon our shoulders, and forget the positions that we occupy and the purpose of our convening.

The question before the house now is not whether we favor putting the State's credit behind the building of the hydro-electric power plants of this State for the use and benefit of the people of California. That is not at all the question. The question is, whether we shall accept the law as presented and the report of the Committee, without the change of the dot of an "i" or the cross of a "t." What I am inclined to resent is a sort of an attitude that has sprung up here, that the man who is not in favor of the law in its entirety, but who is still honest in his belief in public ownership of these great resources, should be aligned on the side of the corporations instead of on the side of the people. That is manifestly unfair. I have as much right to say that this law might be improved by amendment, or that features of it are not wise, or that it is a dangerous law to submit to the people as it now stands, and to suggest time for consideration for an amendment of this law, as has the gentleman who advocates its adoption in its entirety. That is axiomatic. We are a convention of office holders here, and some newspapers might be cruel enough, not appreciating the honesty of our purpose or the sincerity of our motives, to say that we are a convention of tax-eaters; and they might be inclined to resent some of the features of this law and in addition say that it is intended

to create another large bureau of employes and things of that kind, with authority to spend hundreds of millions of money raised by the sale of State bonds, without check or control by the people.

I can now perceive that I am not going to have the strength to cover the subject as I would like to do; I know that I am not in condition to do so. But I want to say, in the few brief moments that are left to me, that there is not a man in California who is more honest and sincere in favor of the principle that is back of this bill than the man who stands before you at the present moment. I need no certificate of character here. I have spent from twenty-four to thirty years in public life. I have seen all kinds of times and conditions. I was re-elected to my present office, when fifty men were looking for nine places, when I was practically on what the doctors said was my death-bed—and that they had never known of a man who was dying to run for office before. But I was re-elected by the people of San Francisco to that office, and, thank God, I am still alive, not as strong as I used to be, but I am just as ready to fight for the interests of the people today as I was at that time, and I am not afraid to express my thoughts.

I do not want this Convention, or any convention like it, to become the football of politics or politicians, or to be used for political expediency. I want conventions of this kind to be broad and open, so that men may be privileged to express their views and that credit be given to them for honesty. I resent the manner of the attack on Mr. Redington, from Hillsborough. I have nothing in common with him, except that I respect him, that I know him to be an honest man and a good lawyer. The only time we have met before, we were on opposite sides, when the question up was the consolidation of San Mateo with San Francisco, and we didn't agree; and I don't agree with his position today on the question of the municipal ownership of public utilities. But that is no reason why we should impugn his motives.

Let me say another thing to you. Something has been said here which might be construed as an attack on private capital in California. Gentlemen of the Convention, we have one hundred and eighty-odd thousand square miles of territory in this State, the surface of which has been barely scratched. You want to build up California. Well and good. But you send out word throughout this nation that you do not want private capital in California, and you can establish fifty power plant commissions like that provided in the proposed bill, for instance, and spend twice five hundred millions, over which, once the people have voted it, they have no further control or authority, and it will not avail you to build up the State, but will spell ruin and disaster.

I find that I shall have to conclude. I just wanted to make my position clear. There are things in this bill which San Francisco ought not to and will not stand for. We have our troubles with the Hetch Hetchy, we have enemies from within and we have enemies from without. There are provisions in this bill which I would like to read to you and discuss, but which I am sorry to say I cannot—I must thank you for your attention.

Mr. Cornish: I would like to ask Mr. Wolfe one question, and I want to ask it in all kindness, the same kindness and fellow-feeling with which I asked my good friend Arthur Redington the question yesterday, if it was not Theodore Roosevelt who said that the man who never made a mistake, never did anything?

Mr. E. W. Meils, of Lompoc: Mr. Chairman, I would like to have discussed here the good points in the measure, and the reasons why the last Legislature acted as it did upon it, the Senate adopting a similar bill and the Assembly rejecting it.

The President: The matter will doubtless be touched upon in the discussion before it is concluded.

City Attorney Malcolm, of Palo Alto: I don't believe, Mr. Chairman, that any member of this body has any kindlier feeling for Senator Edward I. Wolfe of San Francisco than have I. When I

was in the Legislature with Senator Wolfe, I know of many great and good things that he did for the State of California. But I want to send out now a note of warning to all who hear me, and that is this: that when the suggestion is made that we wait because there may be some defects in this Constitutional Amendment or initiative act which is proposed, it has the result of the old legislative tactics to kill a bill.

Supervisor Wolfe: I had intended

to say, if I had had the strength to do it, that if, after all, this was the best bill that we could get, to arrive at what we were trying to achieve for the people of California, which is not true, we would have to accept it. The gentleman need have no fear that there is any thought in my mind of any dilatory tactics in order to interfere with the people's getting control of that which Almighty God set aside for their use and for their purpose. That is my position. (Applause.)

REMARKS OF MR. HORACE PORTER

Mayor of Riverside

Mayor Porter: Mr. Chairman, I want at this time to say for Brother Wolfe, whom I have met for the first time here, but whose spirit I have learned to love and respect, that I am glad of his last word here to us,—we understand one another. He, with the rest of us, is one hundred per cent for public ownership of water and power in California—and I am sure I speak for nearly all of those present.

Just one word in reply to his suggestion that it might get out that we are against private capital coming to California. Why, God bless us all, what we want cheap water and cheap power for is to bring private capital here from all over the world. Los Angeles has done it, and outstripped us all. We have no jealousy against Los Angeles for her magnificent achievement. We must go and do likewise, that all of us may have equal prosperity. That is what we want.

Now, two or three fundamental thoughts, gentlemen, as to why we are here and why this question is up, and then a point or two in answer to the gentleman who has spoken against this bill—and I think I can say in five minutes all I have to say.

In the first place, why is this question before us for consideration? The remarkable conclusion of H. G. Wells in his two great volumes of "Outlines of History," lately published, is that

the mechanical revolution through which we have been passing for two or three generations, leads to two great, inevitable conclusions. First, that the world demands and must have cheap power; and, second, a good living wage for labor. Note that: he says that the inevitable meaning of the great mechanical revolution is cheap power and a good living wage.

Cheap power—why is that such a live question here today in California? In the first place, we must have cheap power for industrial reasons, to bring capital, to establish industry. Secondly, we must have cheap power for the farmer. Said a man from Perris Valley here the other day, "I came here from central Illinois with \$19,000, bought my ranch, made a contract with the power company for power at certain rates, and now, with the cheap prices for my produce, and contracts broken three times by that Company for my power, they have put up the rates to such an extent that I cannot pump the water out of the ground to raise my crops."

Broken contracts, increased rates—that is why this question is up. It comes up, wells up, from the deep economic struggle for life on the part of industry, on the part of the farm interests, on the part of domestic life. Life is a struggle. The high cost of living is a terrific thing in the world

today. This demand for cheap power is a demand to decrease the cost of living. It is a demand to help the man on whom you and I and every man, woman and child are absolutely, fundamentally dependent—the farmer. You of the City of Los Angeles, you of the City of San Francisco, and all of us in the towns and villages throughout the State—our first thought, if we were only on a selfish basis, must be for the prosperity of the rancher and the farmer, that he may produce the necessities of life for us, and do it successfully. Therefore cheap power is essential for him. Cheap power is essential for the mother in the home for domestic use. Cheap power is essential for the farmer on the ranch, also for industry, and in every walk of life.

What has been happening in California? Power has been going up and up and up. Three times in the last eighteen months or two years, it has been increased in some of our cities, and to the farmer, on the basis of contracts broken. And the common people won't have it, they won't stand for it. They are going to have cheap power, and they are going to have it on a just basis. (Applause.)

I don't want to say anything here in criticism of the Railroad Commission, I don't want to say as I did at Chico in the debate with Mr. Creed and Mr. Edgerton, "Mr. Edgerton, you and the Railroad Commission of the State of California are being weighed in the balance of public opinion of our State, and we fear that you are being found wanting." And in his reply, you remember that he strutted about the platform and turned to me and then to the several hundred delegates there and said, "I don't care the snap of my fingers what you do or say, or what you think of it." And in six weeks his head came off as a member of that Commission. I have an increased respect for that Commission as now constituted, but I must say absolutely that the power companies have bungled, they have had no conception of the world's movement and the fact that the demand is for cheap power, and that they are running counter to this demand

by putting the rates up, up, up. They did not need to do it, gentlemen. None of the municipalities of the State had to do it, (thus showing their superior economy and management of their plants, even through the period of the war). The power companies have bungled, I say, they have broken their contracts, and they have put up their rates. They are destroying themselves.

What is the result? The result is, this amendment, the proposition that the credit of the State of California shall get behind public and municipal ownership of water and hydro-electric power, is demanded by the people. We base this demand on the great success of the City of Los Angeles in such matters. And not only of Los Angeles, but of many of our lesser communities. I say that Los Angeles, as an instance, has done it with pre-eminent success; my friend from Hillsborough note this: with pre-eminent success. You got off on the wrong foot yesterday. You were mistaken. You haven't the true information. It had not been given you, sir, by your masters who sent you here.

Then there is the instance of Ontario, Canada. We base this movement upon her experience, also. Ontario, Canada, in ten years, though fought inch by inch, by the private corporations, has bought out every private company, at full value, and made a magnificent success in supplying 217 cities and farming districts, furnishing hydro-electric power at one-third to one-half, and sometimes nearly two-thirds cheaper than the private companies did it. What Ontario has done, we also can do. We intend no injustice to private corporations. But the time may come when, for a fair valuation, they will be bought out. And also driven out of politics. They will never be out of politics until we have State and municipal ownership. That is, indeed, what will take them out of politics.

Mr. Chairman, in closing, let me say

something as to this measure itself. I want to assure you, in passing, that this propaganda, part of which originated in Riverside, part of which has gone into every town and village in this State, trying to stir up our communities against each other, the cities of the interior counties so-called against Los Angeles, was born of a private power company, or companies. I know its mother, The Southern Sierras Power Company. And the father—we could not prove the paternity of the infant, except that the Southern California Edison Company was seen hanging around there, and we have no doubt about it. And the child was a mongrel interior counties committee. And this all happened in connection with the Riverside Chamber of Commerce, and they have asked me where the Chamber came in, and I have said, "Why, that is just the nurse." (Laughter.)

Gentlemen, look to it, are the Chambers of Commerce in California (which I honor and respect, and I have been a member for years of the Riverside Chamber of Commerce,) are they acting in the interests of the common people, or are they controlled and manipulated by the private interests? Look well to it. (Applause.)

But aside from that, this particular document, on the motion for the approval of which we are debating today, means what? It means that the Committee representing this League of Municipalities, representative of its mayors, of its city officials generally, of its city attorneys, together with a committee representing labor and representing capital, that such a committee has worked for months daily, with great care, on the basis of Los Angeles' successful achievement, and on the basis of Ontario, Canada's magnificent achievement, and has

formulated an amendment which they suggest as a beginning. Some amendments may be necessary from time to time. But as a working basis, I was delighted with the word of Gifford Pinchot last night when he said that, scanning the measure, he believes it to be a model as a working basis for us to get together under the great work of conservation and reclamation, with State and municipal ownership and control of water and power. I was tremendously interested in his commendation. He is a man who has given thirty years of his life to daily study of these things, and his opinion is very much worth while.

Mr. Miels: Will you make that statement clear? There isn't any question but what the sentiment is here in favor of the State owning the water—I am myself. But that is not the point at this moment—the question is as to the adoption of this resolution in addition to that. I want to know the weak points and strong points of this resolution, so that I can vote upon it intelligently. I am not familiar with it. There are other parties here who are, who have been discussing the question, and I would like to know if the amendment has been thoroughly and carefully studied in that respect, and if there are any weak points or defects in it, I would like to have them discussed.

Mayor Porter: I can say to you that the study of the subject has been very exhaustive, and that the committee has endeavored to see to it that every city and every village and every farm and irrigation district shall be protected in its opportunities. That Los Angeles or San Francisco or any city or any part of the State may enjoy their opportunity. And I think it will be found to be for the benefit of all sections and all classes. (Applause.)

REMARKS OF MR. WILLIAM MULHOLLAND

Engineer of the Los Angeles Aqueduct

Mr. Mulholland: Mr. Chairman, and ladies and gentlemen of the Convention. I come before you in the guise of a horrible example.

Mayor Bartlett: Let us have more of them.

Mr. Mulholland: I have been forty-four years in the public service. I have been so long a tax eater that my teeth are getting worn short eating out of the public trough.

I had not intended to say a word to this meeting, but there are a few points that I would like to bring out. I have heard the remark made that the establishment of the policy of public ownership of utilities by this State would keep private capital away. About two years ago, there came to the City of Los Angeles a body of men hunting for a site for a large industrial plant, the Goodyear Rubber Company. Mr. Sieberle sought my advice as to the selection of a place for his clients, as to the rates for water, the probable rates for power, and other matters. Instead of keeping capital away, the fact that we were publicly producing our own water and selling it, and producing our own power and selling it, proved an attraction, and brought that great factory here. There have been scores since then that have followed the example of the Goodyear Company, and for the same reason. The idea that this proposition will keep capital away from the city is just the converse of the truth. As a matter of fact, we sell water in Los Angeles County in spite of the fact that we have brought it 255 miles at about one-third of the rate that is paid by the Bay cities and towns. When the aqueduct was completed, the matter of making a change in the rates came up. The subject was discussed by our Board in connection and jointly with the City Council of the City of Los Angeles and the policy was discussed, whether it would be better to keep the rates higher and pay all the interest on the bonds, sinking fund and interest, with the rates

reasonably high, I will put it, and they would only have to be reasonably high to enable us to do that; and the matter was discussed very fully and we then conferred with the Chamber of Commerce and other public bodies, and it was shown very clearly that the City of Los Angeles could make a reasonable rate, one that would compare favorably with that of any of the large cities of the west and pay all the interest on the bonds and the sinking fund, and it can do that today if it pleases, which would relieve the property of the municipality from any taxes whatever for the building of the water works. It was shown that we could sell water here for 15 cents a hundred feet—and the rate at San Francisco is about twenty-four or twenty-five cents and in Oakland twenty-six cents. But it was not deemed advisable to make so high a charge; it was deemed to be the part of justice and wisdom to levy a tax for a portion of these charges. So we lowered the rates and we are selling water on an average rate now of about five and a half cents a hundred feet as against twenty-six cents in Oakland and twenty-four to twenty-five cents in San Francisco, whose works are privately owned. We went 255 miles to get the water in the Owens River project, and we are able to sell it at those rates. We do not pay all the fixed charges on the bond issue. But that was done with deliberation, and after full consideration of the question of where it was best to lay the charge for those works. We have hundreds and thousands of vacant lots in the City of Los Angeles. If they are relieved from paying any taxes for the aqueduct, it would be unjust to the water consumers. Hence we only pay a portion of this tax out of the revenues. We are putting into the treasury now \$600,000 a year, about that, out of the revenues to pay interest charges and bonded indebtedness. We give the city free water, free fire hydrants, and free water for every public use.

That amounts, in value, to about \$500,000 or \$600,000 more. The two together almost take care of all the charges for the aqueduct, and we have the lowest rates on the Coast. In San Francisco, in addition to their regular rates, they pay the private company for water for public use something like \$400,000 a year. In Oakland there are similar charges for public use. I am not entirely certain on it, but I think they pay \$40 a year for each fire hydrant.

Supervisor Wolfe: \$2.50 a month for each fire hydrant.

Mr. Mulholland: \$30 then, and all that is something we do not have to pay at all in Los Angeles.

Now, I have heard the figures slopped over a good deal, hurriedly, as to the cost of the aqueduct. The cost of the aqueduct is something that should be known. There was originally \$1,500,000 in bonds voted to buy the water rights in Owens Valley. There was \$23,000,000 then voted for the aqueduct. One of the speakers here, yesterday put in some things in a vague sort of way, that afterwards there were other bond issues, and so on—very hurriedly. There were no other bond issues. The aqueduct was built for about \$110,000 less than the estimate and less than the bond issue. I am very familiar with the operation of the waterworks.—

Supervisor Wolfe: (Interrupting) What was the cost of the aqueduct, Mr. Mulholland?

Mr. Mulholland: It was \$110,000 less than the \$23,000,000.

As to the management and as to the execution of the work under public management and private management, in comparison, I am in position to speak with a great deal of authority. The first years of my existence here, I was manager and chief engineer for the old water company that owned the works, privately owned works. I worked along to 1902, when the works were acquired by the people. There were \$2,000,000 paid for those works. They were in a dilapidated condition, and we at once had to proceed to bring them up to proper condition to serve

the people. We have hardly been able to catch up since. The city has grown at such a rate that it keeps us galloping all the time to keep pace with its growth. The public ownership did not retard development at all. On the contrary, it stimulated it. We have increased many fold, in manufacturing as well as otherwise, since we came into public ownership here. So we have not driven any capital out, but have invited lots of it in here, by reason of the fact that we have reasonable rates for both power and water.

I am in a position, as I said before, to speak as regards the comparison between public ownership and private ownership with some authority, because for years, up to 1902 from 1885, I was the manager of these works under private operation. I can do work under public management just as cheaply as I ever did it under private management, and far more effectively, when it comes to overhead. In the old company, when I first went to work for the company, there were only something like nine or ten thousand people in Los Angeles, and the overhead, the salaries paid to officials that didn't know even where the reservoirs were, was such that they were getting more money than I was who managed and operated the work. And the same is true today in all of these privately owned works—there is more good money paid out to men in swivel chairs in offices than there is to the men who do the work. Right there is a difference between the two classes of ownership.

Then again, in connection with the funding of the private companies, there isn't a bond issue that does not entail the pulling down of great gobs of good, wholesale graft. I know whereof I speak. They have got to pay dearly for their money, and the people who finance it get commissions and rates and rake-offs at the time. There is another difference between privately and publicly owned utilities. I repeat that I speak with authority, because I have been through the mill, and I am, I think, the Nestor of public service men in this State, having served for 43 years in that capacity. (Applause.)

REMARKS OF MR. JOHN D. HYNES

Supervisor of San Francisco

Mr. Hynes: Mr. Chairman, it is impossible for me at this moment to resist the temptation to say just a few words to this convention. Whether fortunately or unfortunately, I happen to represent the people of San Francisco, by virtue of being an elected Supervisor. And I want to reiterate and stand by the words uttered by Supervisor Wolfe. San Francisco, by a great, big majority has unqualifiedly pledged itself to municipal ownership of public utilities. Whether that is a process of evolution, whether that is the solution of the question, or not, I can't say. We have tried many, many things. Years ago the supervisors of San Francisco established the water rates and the gas and telephone rates. Contest after contest was maintained, and finally, by some maneuver, it was taken out of the hands of the direct representatives of the people and put into the hands of an appointed commission of the State Government. Through that Commission, rates have been fixed. But they have not decreased. Through that Commission rates never will decrease, just so long as they remain in the environment of the men who have their money invested for private property. There is profit. There is no question about that. The Commissioners there have first-hand information through experts that are paid good moneys by the private interests, and as I say, we have seen the rates advance, advance, and continue to advance. In my opinion today, people who have bonds or stocks in privately owned public utilities have a better investment than a Government bond.

In San Francisco and other cities of the State, we must have power and we must have water, we must have light—they are absolute necessities to the continuity of the world's progress and the people's pleasure and happiness. And just so long as these private interests continue to hold the range as to the things that are necessary for us, just so sure will the Railroad Commis-

sion, or any other Commission that may have the matter before it, guarantee the private companies a good compensation on the money invested.

The higher the rate of interest you pay on investments, in my opinion the quicker the country will go into bankruptcy. There is no rule, but that can be tested by taking an extreme case. If you pay 25 per cent on your investment, the money will be absorbed a great deal quicker than if you only pay two per cent. Time was when three per cent was considered a splendid investment on Government bonds. Today we have to sell our municipal bonds at five and a half or six per cent before we can get anybody to interest themselves. And I think today, and I am excluding myself from any ultimate solution, that in the process of progression, municipal ownership may be only a temporary expedient, but municipal ownership today is the only present solution of our water, light, power, and telephone projects and problems. (Applause.)

Without any question whatever, this Convention is going to adopt the report of this Committee. We have our problem in San Francisco. We have the Hetch Hetchy proposition, a water project, and are now developing the power practically with it. There is a little bit of a rumor in San Francisco today that we are to sell the horsepower that will be developed at Moccasin Creek to the private companies, and let them in turn re-sell it to the people.

Mayor Porter: Don't you do it.

Supervisor Hynes: There is a movement on foot, I don't know whether it is going to maintain. My office will expire in January of 1924, and I question whether I shall attempt to succeed myself. But I can assure you that, so far as I can see and think and act during my term of office, no private corporation will ever be able to buy the power that is generated through the sale of the bonds of the municipality

and the people of the municipality, through the turning over of that power to a private interest, so far as my vote is concerned. (Applause.)

At the present moment, I don't think there can be any mistake made in this attempt to solve this problem by the people taking over every one of these projects. I think it is in its infancy.

As I say, whether this is the ultimate

solution or not, I am not competent to say. Things have been moving forward for many years. And at present I think the Railroad Commission, and I am going to give them credit for all honesty, so far as the people are concerned, is an abject failure, and favors only the private interests, the capital interested, and not the people themselves. (Applause.)

REMARKS OF MR. RICHARD WELCH

Supervisor of San Francisco

Mr. Welch: It is really not necessary, Mr. Chairman, that I should take up any more of the time of the Convention. So far as San Francisco is concerned, the position we occupy has been well explained by the other two representatives from our city—Supervisor Wolfe and Supervisor Hynes.

If time will permit a statement of what cheap hydro-electric power will mean to the entire State of California, including the city I have the honor to represent at this Convention, I might set my thoughts before you, but as the time is short I will but briefly discuss it.

It is my opinion that the most significant convention ever held in Western America, and held for the first time west of the Mississippi River, was the great Foreign Trades Convention held in San Francisco last year. It was significant in this, that it marked the western march of commerce and trade to the last lap, which is the Coast.

At its inception that march of commerce started with the Persians on the Persian Gulf, then into the Mediterranean, and from there to Western Europe, where it was held for years in the ports of Hamburg, London and Liverpool, until today the seat of commerce and trade is in New York. The master minds in foreign trade, and they were nearly all present at the convention, and with full knowledge of the history of the commercial development of the world, stated that within the life of the majority of those present (and there were over 2500 delegates seated in the convention) the seat of commerce and trade would be on the Pacific Coast.

This does not mean, Gentlemen, that it is going to be in Los Angeles, San Diego, San Francisco Bay or Seattle; it will be on this coast, and will be in California if we provide for it. If the majority of the world's commerce and trade is to finally find its way to this coast, why should we not take advantage of it and develop the other thing that goes hand in hand with foreign trade, which is industry, and if we will but take advantage of the things that nature has supplied us with in abundance, namely—coal, iron, copper and lumber, together with an almost unlimited supply of hydro-electric power that can be developed from the streams flowing down from our mountains, California will take her place among the first, if not the first, commercial and industrial States in the Union; and our ships will then leave our ports laden with goods manufactured in California.

The Bill and Resolution before the Convention may not be perfect, but nobody has offered anything better in the way of a substitute. It is at least a step in the right direction. Los Angeles has shown us the way. Let us hope the rest of the State will follow.

San Francisco, 20 years ago, adopted a Charter by an overwhelming majority that committed it to public ownership of public utilities. The City of Los Angeles, however, has passed us on the way. Los Angeles has accomplished what San Francisco is endeavoring to do. She has successfully surmounted the difficulties that we are confronted with at present.

But San Francisco will successfully carry out the policy of public or municipi-

pal ownership, by securing control of her harbor and tide lands, and then with the cheap hydro-electric power that will come from Hetch Hetchy she will become a great commercial and industrial city; and we hope every other Califor-

nia seaboard will equally become great centers of commerce and industry. Then and not until then will the State of California be placed in a position to compete with the world—not only in commerce and trade—but in manufacture as well. (Applause.)

(THE QUESTION WAS CALLED FOR FROM THE FLOOR)

The President: The question is on the motion to adopt the report of the Committee, which will carry an adoption of its recommendations. The secretary will call the roll of cities. Each

city, under our Constitution, has one vote.

(Upon the roll being called, eighty-eight cities voted "aye," and no city voted "no"; Hillsborough not voting.)

RESOLUTION

Adopted at the Santa Monica Meeting.

The League of California Municipalities congratulates the cities of San Francisco and Los Angeles on their leadership among American cities in the municipal ownership and operation of public utilities; and we pledge the people of both of those cities our support and co-operation in their courageous and far-seeing efforts to develop and distribute water and hydro-electric power in sufficient quantities to supply their rapidly increasing needs. We condemn the false propaganda by which certain private interests have sought to disparage and discredit public ownership of public utilities and foment jealousies and divisions among the cities and other communities of the State. We declare our purpose to work together, by securing under public ownership cheap and abundant water and power for all localities, to upbuild California as an agricultural, industrial and commercial State. We approve the principle that flood control, irrigation and power development should each be provided and safeguarded in the order of their importance in the several projects to be undertaken. We endorse and approve the efforts of the City of Los Angeles to obtain for itself and the great Southwest the development of the Boulder Canyon of the Colorado River under public auspices and the efforts of the City of San Francisco to obtain water and power for the Bay Region from the Hetch Hetchy.

RESOLUTION

Adopted by the Executive Committee of the League of California Municipalities.

WHEREAS, because of lack of coal and the fast diminishing supply of oil, cheap hydro-electric power is essential to the well being and development of California, and

WHEREAS, the development of additional water supply is essential for the agricultural, industrial and domestic purposes; and

WHEREAS, the great resources of unappropriated water and hydro-electric power lie in the public domain, in the great mountain systems of California, and in the Colorado River basin, and have been held for the sole direct benefit of the people, therefore, be it

Resolved, by the California League of Municipalities, in convention assembled, at Santa Monica, September 29, 1921, that we call on the federal government and the federal water and power commission to maintain and carry forward the great reclamation policies as inaugurated by Theodore Roosevelt; be it further

Resolved, that we call on the federal authorities to build the necessary Boulder Creek Dam in the Colorado River basin, and to hold the hydro-electric power that may be developed therefrom, subject to the uses of the adjacent States and municipalities under public ownership.

RESOLUTION

Adopted by the California State Federation of Labor—State Branch of the American Federation of Labor, Underwood Building, 525 Market St., San Francisco.

San Francisco, Cal.,
Oct. 17, 1921.

W. J. Locke,
Pacific Bldg.,
San Francisco, Cal.

Dear Sir:

Complying with your request of recent date I take pleasure in enclosing herewith copy of the resolution passed at our recent convention indorsing California's Water and Power Act.

With best wishes,
Sincerely yours,

(Signed) PAUL SCHARRENBURG,
Secretary-Treasurer,

CALIFORNIA STATE FEDERATION OF LABOR.

WHEREAS, there is being prepared for submission by initiative to the people of the State of California a constitutional amendment designated as California's Water and Power Act, similar to the Johnson Bill defeated in the last legislature by special interests, which act declares that it is "the policy and purpose of the State to conserve, develop and control the waters of the State for the use and benefit of the people," and proposes to accomplish this by placing the credit of the State behind the municipalities and local political sub-divisions in order that they may at a minimum cost develop and operate their own works for the storage, diversion and distribution of water for irrigation, domestic or industrial uses, for the generation and transmission of hydro-electric energy, and

WHEREAS, this will enable users to obtain water and power at cost, and will make water and power resources pay for the development without direct taxation and without a separate public charge for interest or principal on bond issues, and will provide profitable employment, productive land, freedom from exploitation, business opportunity and stability and safety in agriculture and industry, and

WHEREAS, the passage of this act will be of untold value to our people and will make California the first State to pro-

pose and put into effect comprehensive legislation, providing for public ownership and control of our natural resources, therefore, be it

Resolved, that the proposed initiative water and power measure be unqualifiedly endorsed and our membership urged to leave nothing undone that will bring this movement to a successful issue.

RESOLUTION

Adopted by the Federation of American Farmers, Stockton, Calif.

Office of Chairman.

October 11, 1921.

H. A. Mason, Secretary-Treasurer,
League of California Municipalities,
Pacific Bldg.,
San Francisco, Cal.

Dear Sir:

The Federation of American Farmers noting you as one of the original drafters of the bill for the proposed amendment to the California Constitution, being Article XIVa, known as the California Water and Power Act, beg to submit the following Resolution, which was unanimously adopted by the Federation:

"We, the committee appointed at the State meeting of the Federation of American Farmers, held at Sacramento, report upon the proposed Constitutional Amendment, Article XIVa, Water and Power Development California's Water and Power Act, having carefully investigated the measure and those identified with it, do unreservedly recommend that our members and all other citizens of California, give it their utmost support.

Respectfully submitted,

A. AHLF,
F. M. GRIMSHAW,
A. C. MCLEAN,
Committee."

Assuring you of the support of the Federation, we are,

Respectfully yours,

FEDERATION OF AMERICAN FARMERS,

(Signed)

GEO. W. ASHLEY,
State Chairman.
Per V. B.

WHAT THE CITIES ARE DOING

Atascadero. This city has for some time been considering incorporating and recently the movement seems to have gathered new impetus.

Bakersfield. Attorney Edward F. Brittain was recently appointed city attorney to succeed J. H. Mahon, resigned.

Chico. The electors of this city will vote on the ratification of the new city charter on December 15th. The new charter embodies the city manager form of government.

Cotati. A movement is on foot to incorporate this city. It is now the largest unincorporated town in Sonoma county.

East San Diego. This city is now having constructed a trunkline sewer and outfall system, at a cost of over \$75,000.00 and will soon let contract for the construction of approximately thirty miles of lateral sewers. Unprecedented building activity is now being experienced and building permits issued since January 1st, total \$300,000.00. A Department of Publicity has been created with a salaried direction of publicity in charge; this is a novel scheme and should prove very beneficial.

Glendale. Bert P. Woodard was recently appointed city attorney succeeding Hartley Shaw, resigned.

Kennet. Business men here are opposed to the proposed disincorporation. It is claimed that the police and fire protection is needed and as the town seems to be in good financial condition there is no real reason for disincorporation.

Oakland. The new charter for a consolidated city and county of Alameda has called forth a deluge of publicity in the East Bay region. From all indications the "Noes" have it and the measure does not appear to have much chance of being approved by the voters.

Parlier. After considerable dissension between the "pros" and "antis" the "pros" finally succeeded in getting a petition for incorporation granted. The Board of Supervisors has set November 10th as the date on which the electors will pass upon the question.

Sawtelle. It is reported that re-annexation proceedings will be started at once following the decision of the California Supreme Court that Sawtelle is not a part of Los Angeles.

Tulare. The board of trustees have set November 16 as the date for the election of a Board of Freeholders. The general opinion seems to be that the old form of government is out of date and a charter is badly needed.

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED
BY THE ACT OF CONGRESS OF AUGUST 24, 1912.

Of PACIFIC MUNICIPALITIES AND COUNTIES, published monthly at San Francisco for October 1, 1921.

State of California, }
County of San Francisco, } ss.

Before me, a notary public in and for the State and county aforesaid, personally appeared Wm. J. Locke, who, having been duly sworn according to law, deposes and says that he is the editor of the Pacific Municipalities and Counties, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 443, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor, and business managers are:

Publisher, A. Carlisle & Co., 251 Bush Street, San Francisco.
Editors, H. A. Mason and Wm. J. Locke, Pacific Building, San Francisco.
Managing Editor, Wm. J. Locke, Pacific Building, San Francisco.
Business Manager, W. A. Knapp, 251 Bush Street, San Francisco.

2. That the owners are: (Give names and addresses of individual owners, or, if a corporation, give its name and the names and addresses of stockholders owning or holding 1 per cent or more of the total amount of stock.)—None.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.)—None.

WM. J. LOCKE,

(Signature of editor, publisher, business manager or owner.)

Sworn to and subscribed before me this 5th day of October, 1921.

(SEAL)

(My commission expires September 19, 1923.)

B. M. JACKSON,
Notary Public.

TITLES OF NEW ORDINANCES RECEIVED

Appropriation. An ordinance appropriating \$1996 or as much as may be necessary for certain alterations in Engine building company No. 15, located on 25th street, west of Broadway. Oakland, No.....N. S.

Billiard Rooms. An ordinance regulating and licensing same. Ventura County, No. 212.

Bonds. An ordinance fixing the amount of bonds to be executed by the clerk, treasurer, and marshal. Ojai, No. 3.

Burial. An ordinance prohibiting the sale or purchase of property for burial purposes and the burial of dead bodies of human beings within the city except in certain districts. Los Angeles, No. 42,530, N. S.

Building. An ordinance regulating building and issuance of permits for same. Redwood City, No. 218.

Building Inspector. An ordinance specifying the powers and duties of the building inspector. Sacramento, No. 12, (fourth series).

Building Construction, etc., and Plumbing Therein. An ordinance amending Sec. 3 of ordinance No. 28,700, N. S., relating to construction, repair, moving, etc., of buildings, installation of plumbing and gas fittings, and issuance of licenses therefor. Los Angeles, No. 42,547, N. S.

Building Districting and Restrictions. An ordinance amending Ordinance No. 666, N. S., Berkeley, No....., N. S.

Carts, Wagons and Stands. An ordinance prohibiting the maintaining of same for the purpose of vending any articles of food or drink upon certain streets of the city and amending other ordinances relating thereto. Los Angeles, No. 42,538, N. S.

Codification. An ordinance revising and codifying the ordinances of, and providing a code of laws for the City of San Bernardino, No. 821.

Condemnation. An ordinance declaring the intent of the city council to acquire certain lands for public park purposes by condemnation. Los Angeles, No. 42,458, N. S.

Contract. An ordinance authorizing the proper officers of the city to execute a certain contract for the purchase of certain property. Monterey, No. C. S.

Concealed Weapons and Discharge of Fire Arms. An ordinance prohibiting the carrying of concealed weapons and discharge of fire arms within the city limits. Ojai, No. 6.

Cows, Goats, etc. An ordinance regulating the keeping of cows, bulls, goats, chickens and hogs. Santa Maria, No. 101.

Dairies. An ordinance defining dairies and requiring milk sold from dairies to be labeled and prescribing penalties for a violation thereof. Pomona, No. 469.

Dance Halls. An ordinance regulating dance halls and amusements of similar character. Manteca, No. 24.

Dice and Card Games. An ordinance prohibiting card playing and shaking dice, except in bona fide residences without a permit and prescribing a penalty for violation. Los Banos, No. 111.

Dogs. An ordinance amending sections 1, 2 and 3 of ordinance No. 194, regarding the muzzling of dogs. Corona, No. 402.

Dogs. An ordinance amending Ordinance No. 25,121, N. S., requiring dogs running at large to be muzzled. Los Angeles, No. 42,569.

Electrical Contractors. An ordinance for licensing electrical contractors, providing for the granting of permits for electrical work, their revocation, etc. Sacramento, No. 13. (fourth series).

Entertainments in Saloons, Restaurants, etc. An ordinance repealing ordinance No. 422, relating to entertainments in saloons, restaurants, etc. Santa Barbara, No. 1086.

Fire Arms. An ordinance amending Section 2 of Ordinance No. 1939, N. S. Oakland, No., N. S.

Fire Department. An ordinance providing for the reorganization of same. Sanger, No. 118.

Fire Districts. An ordinance establishing fire districts and repealing certain ordinances. Los Angeles, No. 42,543, N. S.

Fire Limits. An ordinance establishing fire limits, regulating certain construction, storage of petroleum products, and repealing Ordinance No. 70. South San Francisco, No. 112.

Franchise. An ordinance granting a gas franchise to the Southern California Gas Company. Redlands, No. 634.

Garages. An ordinance amending Section 1 of Ordinance No. 40,151, N. S., and repealing Ordinances No. 41,261, N. S., and No. 41,999, N. S., relative to the erection of garages within certain limits. Los Angeles, No. 42,423, N. S.

Grade. An ordinance establishing, of Baldwin street between certain points in the city of Whittier. Whittier, No. 451.

Imprisonment. An ordinance relating to the imprisonment of persons convicted by violation of any ordinance of the City of Ojai. Ojai, No. 5.

Licenses. An ordinance regulating the carrying on and licensing of certain businesses and occupations, and amending and repealing certain other ordinances relating thereto. Glendale, No. 480.

Loads. An ordinance requiring lighter loads on public highways and county bridges in the county of Riverside, outside of Municipal Corporations, than loads prescribed by the Vehicle Act of California and amendments thereto approved May 22, 1919. Riverside County, No. 144.

Meeting Place. An ordinance prescribing rules for the conduct of business and providing for regular meetings of the Board of Trustees. Ojai, No. 1.

Oil Storage Tanks and Filling Stations. An ordinance regulating the establishment and maintenance of same and providing a penalty for the violation thereof. Colton, No. 383.

Pump Housings. An ordinance providing for the construction of housings over the pumps at Wells No. 6 and 7. Modesto, No. 217, N. S.

Prohibition. An ordinance prohibiting the manufacture, possession, transportation, etc., of intoxicating liquor in manner other than permitted by the Laws of the United States. Gustine, No. 31.

Prohibition Enforcement. An ordinance enforcing the provisions of Article Eighteen of the constitution of the United States and repealing certain ordinances relating to intoxicants. Blythe, No. 56.

Rates for Connection With Water Mains. An ordinance fixing the rates to be charged for making installations and connections with the city water mains, Sacramento, No. 14. (fourth series).

Storm Sewer. An ordinance providing for the construction of a lateral for the storm sewer now under construction. Modesto, No. 216, N. S.

Seal. An ordinance adopting a seal. Ojai, No. 2.

Sale of Personal Property Belonging to the City. An ordinance providing for the sale of unfit or unnecessary personal property belonging to the city. Sacramento, No. 16, (fourth series).

Salaries. An ordinance fixing the rates of pay of certain officials, authorizing the employment of certain employees and fixing their salaries. Glendale, No. 484.

Sewer Connections. An ordinance regulating the amount to be paid for making connection with public sewers. Ontario, No. 400.

Taxation. An ordinance of the city of Ojai electing to avail itself of the provision of an Act of the legislature of the State of California, Entitled, "An act to provide for the levy and collection of taxes by and for the use of Municipal Corporations, etc." Approved March 27, 1895, and all amendments thereto. Ojai, No. 4.

Transfer of Powers. An ordinance providing for the exercise by the council of powers, heretofore conferred upon the Board of Trustees. Glendale, No. 473.

Traffic and Travel Upon the Public Streets. An ordinance amending Ordinance No. 41,090, N. S., entitled, "An Ordinance Regulating Travel and Traffic Upon the Public Streets," by adding thereto a new section. Los Angeles, No. 42,572, N. S.

Trees and Other Growths. An ordinance prohibiting property owners from permitting trees or other growths to overgrow any alleys or sidewalks to the extent of interfering with the full and free use of same. Salinas, No. 24, N. C. S.

Water, Gas and Electric Bills. An ordinance regulating payment of same and amending ordinance No. 314. Santa Clara, No. 364.

THE CONSULTING CITY MANAGER PLAN

By H. J. SAUNDERS

A short time ago I noticed somewhere in the East that a gentleman had styled himself a "doctor of cities." He would go to a city and after making many judicious inquiries would "diagnose" the city's ailments and prescribe certain advice which he thought would remedy the situation.

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One further point regarding this consulting service which is very important is the opportunity for expert advice in the valuation of public utilities and rate cases. Cities have always been handicapped when attempting to combat the utility companies' expert engineers in that they had available no figures or data to use in cases before the Railroad Commission or the courts. After completing some seven years as Supervising Engineer for the Interstate Commerce Commission on valuation work, I feel that I can be of some real service in this field.

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Error in Hand Book

Two errors have been observed in the new hand book, and those having a copy of the book are requested to make a notation on the pages of the hand book in which they occur. They are as follows:

On page 105, mark section 862A, "Amended 1921 Statutes page 688."

On page 162, mark Vaccination Act "Repealed 1921."

H. J. SAUNDERS

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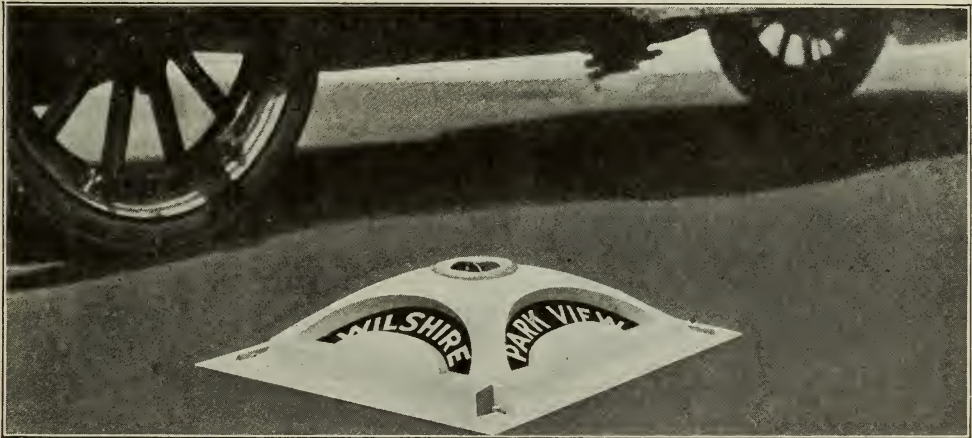
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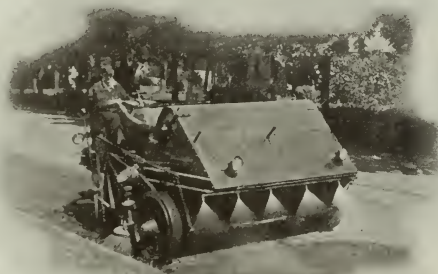
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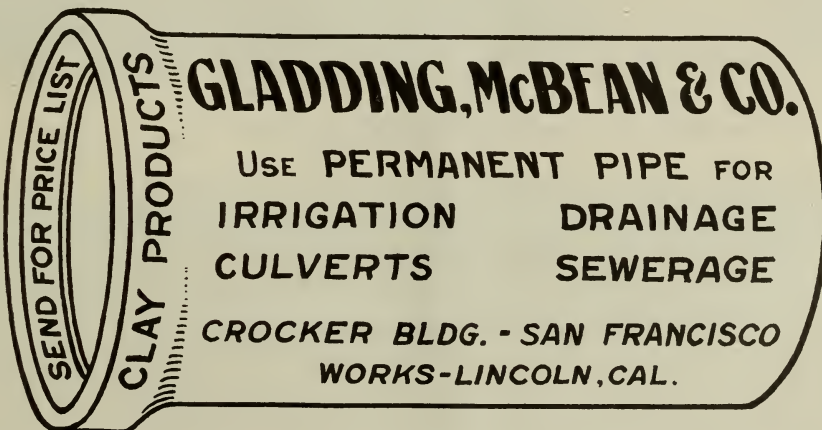
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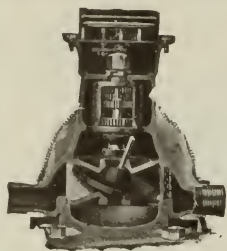


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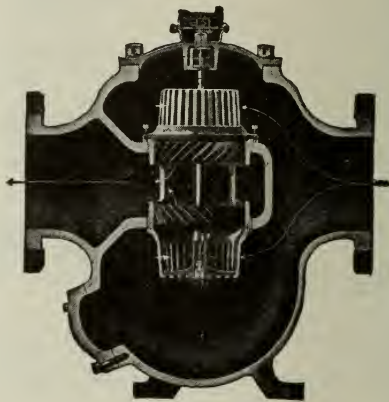
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UNIVERSITY AVENUE—RESIDENCE SECTION
PALO ALTO
CONVENTION CITY, 1922

LEADING ARTICLES IN THIS ISSUE

- Pavements for City Streets, by C. C. Kennedy..... 441
- Should all Utility Company Pipes be Placed Under Ground prior to the Installation of a
Permanent Pavement..... 451

2

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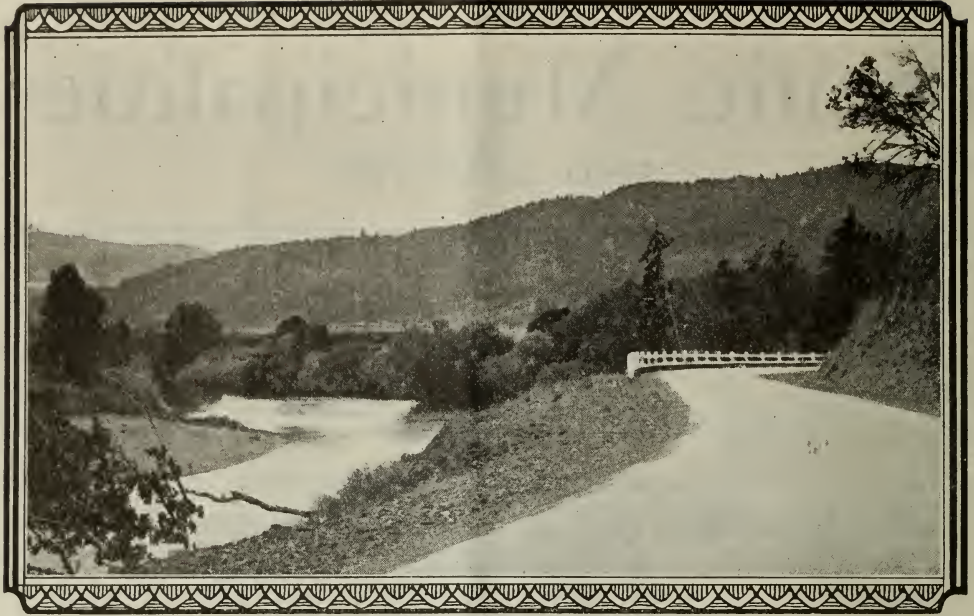
November, 1921

NOTICE—Every city belonging to the League of California Municipalities is entitled to a copy of this magazine for each of its officials without extra charge. If not received kindly notify the Secretary.

A. Carlisle & Co., Printers, San Francisco

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Douglas County, Oregon. This section of the Oregon State Highway system is the Pacific Highway near Myrtle Creek looking south. Unysqua River on the left. This pavement was constructed in 1920, consisting of a 3-inch asphaltic concrete base and a 2-inch asphaltic concrete wearing surface (Warren type). Photograph taken in July, 1921.

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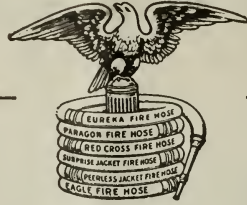
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PROCEEDINGS OF THE TWENTY-THIRD ANNUAL CONVENTION OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Held at Santa Monica, Cal., September 27-30, 1921

(Continued from Last Issue)

PAVEMENTS FOR CITY STREETS

By C. C. KENNEDY, Former City Engineer of Berkeley, and Specialist in
Municipal Engineering.

Mr. President and City Officials: As has been suggested by the Chairman, the greatest good in a consideration of this subject can be attained by open discussion. What I have to say will be merely by way of introduction to that discussion.

The matter of street pavements is one of perennial interest. Conditions are changing. More exacting requirements are coming to be expected in every community. We can, therefore, at no time say that we have solved the pavement problem.

In what I have to say, I shall merely give you suggestions of some considerations governing the design and construction of street pavements, and in so doing I will naturally express some of my own opinions, and I shall expect that every engineer here will do likewise in discussing the subject. It is only by the exchange of ideas that mistakes can be corrected and that better results can be attained.

It is fundamental to note, in this discussion, that we are considering only those types of pavement that are prac-

tical under California conditions. I do not want to make my statement of the matter in any sense academic, because we are confronted with problems vital to us here.

There are, I think, only two general types of pavements that are practical under California conditions—those of the asphaltic type, either the asphaltic macadam or the asphaltic concrete, and the hydraulic cement concrete—or a combination of the two.

It is fundamental to note that in all types of pavements the elements that actually furnish the bearing power of your roadway are identical, namely, rock and rock products. They are, of necessity, more or less local in origin, because of conditions of transportation, which prohibit the extensive shipment of materials which furnish the mass of our pavements. Those materials have been the same in all the pavements laid from the beginnings of history. Failures of pavements have been due to the lack of stability within the mass of the materials. And modern engineering practice has been devoted to determining a method

for making those materials stable, so that they will represent the most economical solution of the problem.

This leads me to the statement that the first condition to be met in the matter of street paving is that of economy, and by "economy" I do not mean first cost. It is true that all of the recent types of pavements used in municipalities, urban pavement, are developments of a so-called standard type of pavement, with which most, if not all, of you have been familiar, and this development has been along the line of attempting to decrease the cost of the pavement. As you know, for 30 years this standard pavement of municipalities of considerable size was the so-called sheet asphalt pavement. There were of course modifications; brick and wood blocks had their vogue. But that has been a pavement which was standard. And, with the development of smaller municipalities, with the requirements of those municipalities for improvements which, for their purposes, should be fully as good as were the pavements in the larger cities, there have been all of these modifications of that type of pavement in an attempt to secure a less expensive pavement in first cost.

In the consideration of whether or not such changes were for the good of the community, it is necessary to consider the element of economy, and by "economy" I will restate what all of you probably have in mind, I mean to define economy, as we do economy in any other engineering structure, as consisting in something in the way of a pavement that will furnish transportation, proper transportation, through a continuing period of years, for the lowest possible cost. And that means first cost, maintenance cost, renewal cost, all of which go to constitute the structural cost of your pavement. It means actual unit cost of transportation. That is a subject on which some academic discussion has been had, but I think there is no definite conclusion. It is true you can determine the actual tractive resistance of a load with different types of pavement. But that, as we know, restricting the discussion for the present to purely motor vehicular traffic, represents less than 20 per cent of the actual cost, and that is something that all people engaged in mo-

tor traffic and vehicular hauling of any kind recognize.

So that there are other elements which enter into the cost of transportation, such as the mechanical repairs, the use of tires and wear on them, and all of those features.

There is a third, namely, the interruption to business during the construction of and the renewal and maintenance work on, pavements that have been constructed. To that item possibly less consideration has been given than to any other. I have in mind, for example, a certain supply station selling automobile supplies, where there was a street under construction approaching them, and their books showed a loss of \$100 a day in business due to the interruption. You can readily see what that would amount to in the course of a month or two months. It really amounts to far more than the cost of that individual piece of property. That is an item, therefore, of considerable importance. And those three items together constitute the cost of a pavement.

Now, as to the matter of maintenance of a pavement. Little has been done on that in a systematic manner. We know, for example, that we have so many miles of pavement in a municipality, and we know we spend so much on it. But that means nothing. Unless you know the cost per ton mile, you know nothing about the cost of your pavement.

A very interesting portion of the recent report of the Automobile Association upon the highways of the State of California is the report of a committee on maintenance, and that is a matter which vitally concerns us. The maintenance costs of certain asphalt macadam or asphaltic surfaced macadam roads in southern California was taken in comparison with the cost of maintaining the more expensive type of construction of State highway, and the ton mileage cost, not the mileage cost, on certain of those were shown to be considerably less. There are probably extenuating circumstances. Nevertheless, those are the conditions which you must face as officials in determining the type of your pavement, in determining the economic type you will construct.

There is a modification to this economy

in pavements, due to the financial conditions of the community in which pavements are constructed. For example, a city like Los Angeles or like San Francisco, or the larger cities like Fresno or Sacramento, can maintain an official organization for the maintenance and repair of improvements. It is therefore possible for such communities to economically build and maintain a type of pavement which a small community of, say, 5,000 inhabitants, or less, could not economically maintain, because the overhead cost of maintaining efficient street repair is too great. So as a general principle, it might be stated that in a small community, a more permanent type of improvement is economically a sounder type to construct, because of the fact that these maintenance costs and the maintenance charges which must be met, must be distributed over a considerable amount of expenditure in order to gain the greatest economy.

I am merely outlining these things, and then will turn it over to you for further discussion, as you understand.

Turning now to the purely structural side of pavement, represented by the types I have mentioned, or a combination of the two, and considering first the asphalt or asphaltic macadam pavement. This has had a varied history in the State. It has been very much maligned. But it is a fact to be noted that where conditions have proven right, the asphalt macadam street has proven a success. I think it is true that, as engineers, we have made a great many mistakes. I have been guilty of them, and I have changed my mind about a good many things. Our later specifications call for a very hard rock for macadam roadways, particularly for oil macadam roadways or asphaltic macadam roadways. I think it can be shown that in those communities where soft rock with a high cementing value in the waste material have been used, the pavement has proved most satisfactory. I think there is no question about that. For example, where a decomposed granite has been available, that creates enough fine material in the actual mechanical processes of rolling, to thoroughly bind the materials together. Such a base, when thoroughly compacted according to the best prin-

ciples of old-time water-bound macadam practice, and properly surfaced, has been found to hold up under service traffic conditions. There are cases of failures, but I think nearly all failures of asphaltic macadam type have been due to insufficient care in drainage of the sub-grade, insufficient care in the selection of the type of rock, and insufficient care in the actual manipulation of the application of the material. There is quite probably a limit to the amount of traffic which such a road can carry mechanically. Nevertheless, for communities which are demanding the improvement of streets throughout all their districts, there is no question but that this type today offers a great possibility for a municipality in residential districts.

Turning to the hydraulic cement concrete pavement, so much has been said about that in recent months in the report of the Automobile Association, that I shall only touch on the matters that were there brought up, the matters of thickness, of richness of mixture, of reinforcement, of care with the sub-grade, under special conditions. But there is one point that I do want at this time to mention, and that is that we should recognize immediately that no type of pavement that we lay is permanent, and that sooner or later we are faced with the problem of maintenance. That has been recognized in the case of the concrete pavement of this State by the State Highway Commission. It has been recognized by the Highway Commissions of the East. The strain that has been put on our State highways,—what that is in ton miles, I don't think has ever been determined. The Chairman of the Maryland Commission states that in the course of from eight to ten years, even where structural conditions were perfect, the actual impact of traffic will cause the failure of the surface from fatigue, and that surface patching will no longer suffice, and he cited cases where patches were made and immediately there developed failures adjacent. The only point in connection with that which I wanted to bring out was the fact that sooner or later the reconstruction or maintenance work must be inaugurated on concrete roads. The most logical

method is that of surfacing the concrete, and the method of surfacing that has been most generally accepted is of a bituminous type. In that connection, I just want to recall one thing to your mind, and that is the fact that there is, in the consideration of concrete for a base or for a surface which will ultimately be a base, one thing to be kept in mind, and that is the necessity of providing against the capillary action of water through concrete. Experiments of the Illinois Experiment Station upon concrete indicate that concrete pavements, laid in accordance with the specifications of the Portland Cement Association and the American Highway Association, show a very high porosity, and that the sub-grade, with an apparently small downpour, immediately shows a very high increase in moisture. That is, of course, a dangerous thing, in so far as the pavement itself is concerned. In connection with a bituminous surface, it is doubly so. In all of the cases I have had of the failure of asphaltic surfaces on a concrete base, where they have been taken off, I have never failed to find a volume of moisture on top of the concrete, beneath the asphalt, where movement of the asphaltic surface occurs. This is sometimes not very appreciable, and sometimes it is considerable in quantity. So I think it is absolutely demonstrable that the porosity of a concrete base is one of the important things to be considered, or perhaps better putting it the other way: the impermeability of the concrete is one of the things to be sought after in its construction.

Turning next to the asphaltic type, we know, of course, that the asphaltic type can be used and was originally used with a concrete base, and later modifications have made use of the asphaltic concrete in modified type, because all mixtures, whether sheet asphalt or asphaltic concrete, are using the larger sized rock—it is only a matter of determination, of larger size, because one is in the category of a mortar and the other of a true concrete.

So we know that those have been used satisfactorily with the old water-bound macadam base, and they have been used in connection with the asphaltic concrete base purely.

With the asphaltic concrete, as with the Portland cement concrete, I think there is no question but that the important consideration is the consideration of density, of impermeability. And those are matters that, regardless of how you draw your specifications, must be taken care of in your actual construction methods.

I had this matter brought to my attention a number of years ago in connection with the construction of outfall sewers in salt water (this is merely a digression for a moment), in which the problem was presented of attaining a concrete which would resist the action of salt water. You are probably all of you familiar with some of the bulletins issued by the United States Bureau of Standards, in which the so-called density curve as evolved by Mr. Fuller and made a part of the concrete literature ten years ago, was seriously disputed. I think there have been experiments carried on, or, perhaps I should not say experiments, but actual construction methods practiced in California, which pretty thoroughly refute that contention of the Bureau of Standards. For instance, the City and County of San Francisco for a number of years carried on a policy of construction of reinforced concrete pile structures for their piers. Those piles were very carefully proportioned according to the maximum depth of the curve, under the supervision of Mr. Russell, Assistant Engineer of the Harbor Commission and director of the work when the great ship construction was under way—he was in charge of all the testing of those vessels on the Coast. At that time this matter of the density of concrete came up, and he had evolved, and it is yet used, a test for the determination of the impermeability of concrete by the use of phenol-thalein, as phenol-thalein, wherever it comes in contact with water, turns pink and leaves a pink stain. He demonstrated that this concrete pile, built according to the formula of penetration of phenol-thalein showed less than one sixty-fourth of an inch penetration. And some of the notable failures of concrete in salt water, notably the Atlantic City pier, showed by the phenol-thalein test that they were porous completely through; in other words, stained from side to side, if the phenol-

thalein test was applied. That is merely a digression by way of illustration of the fact that it appears that the density curve evolved by Mr. Fuller is fundamentally sound, and consequently, in the construction of pavements, whether they be of concrete or asphaltic concrete or any of the oil mixed types, we will have to recognize, sooner or later, that the use of the density curve is a matter of absolutely vital importance.

In the city of Berkeley, time and again in 1907, I used the maximum density curve under the so-called Topeka decree, and a mixture with a density of ninety-two per cent of the materials of which it was composed. You are all more or less aware of all the work that has been done in the development of this type of pavement with a larger aggregate. But as engineers and officials, in charge of the construction of pavements of the mixed type, I think there is no question but that such a method of control is absolutely essential to secure a result of which you would have any certainty that the results will be as you would wish. We know that asphaltic pavements and concrete pavements have failed, more often probably than other construction, because of their very structural weaknesses. And I had in mind showing those present who are interested, at the close of the meeting, a concrete which we devised in the city of Berkeley, which is the original Fuller's curve reduced to logarithmic form. This concrete will show a perfect aggregate according to that curve. You can doubtless see it dimly as I hold it up here. It is so designed that it permits a very close grading in the lower meshes, and in the curve parallel to this curve, there is represented a perfect aggregate from any sized mesh taken as the maximum which you wish to use. This concrete has been used in the city of Berkeley, and by myself in independent practice, for the past six years, and we have found that by its use, through an entire run of a half million square feet, there has been a variation of less than three per cent. By such methods of control, you are sure of your product.

I think I have said enough to outline this subject. I have said what I hope will lead to a general discussion. But I

only want to leave this one thought with you: that finally and fundamentally, the ultimate test of your work is in the construction methods which you employ. I want to impress upon the city officials that the only way you can get proper results is by the employment of well-trained inspection, and it is worth what you pay for it, because it is only by that method that you can insure results. And this is not criticism of contractors, because contractors have grown up under the old, familiar methods, and I know that you engineers will bear me out when I say that not one contractor in ten knows what he is getting—he merely runs along with the work as it appears to him it should be, and you know by ocular observation you cannot tell very much about it. (Applause.)

Mr. Fred C. Wheeler: What about the porosity of the cement? I don't know that I quite understand you as to that.

Mr. Kennedy: I think there is no question but that if porous concrete is laid, where the water table is near, or it comes in contact with a base, that water will go through the concrete, to the top of it, just as it will go through it from the top down if it rains on it. But I am talking now about the case of a concrete base with an asphaltic surface—it will come through from the bottom of the concrete to the top, and there it in time appears to take the life from the asphalt,—if asphalt is removed from a concrete pavement, I have noticed that the volatile materials appear to be in the top three-quarters of an inch, and down below that the sand is collected, but apparently there is no life to the asphaltic mixture. In other words, there is apparently an emulsion formed at the bottom of the asphaltic material, with water, which takes from it the cementing power.

Mr. Wheeler: And what was the result on the concrete itself?

Mr. Kennedy: The result on the concrete base, in the case of soil bearing a little alkali, is probably not deleterious. The effect in the case of the concrete pavement, in fact the effect on any pavement which permits water to run through it from the top, means, of course, the moistening of your subgrade, which, in time, lays a foundation

for a failure of your sub-grade. But in the case of asphaltic pavement, the danger is not in the base itself, but in the surface.

Mr. Orbison: You mentioned a few moments ago something about the use of soft rock in oil macadam work, as I understood you. I would like to have you qualify that statement, if you will, as to the extent to which you would permit the use of granite, and also if you would differentiate different types of rock. For instance, you spoke of using decomposed granite. I am using a brown decomposed granite myself which I have found will pack very readily and in time produce a very excellent material, without the use of anything else except a rolling. It becomes dustless. Do you admit of soft rock in the use of asphaltic macadam, or would you classify it? And what percentage of soft rock would you permit in the total aggregate?

Mr. Kennedy: I confess that I have not gone into that matter sufficiently to determine in my own mind the exact percentage. But I know that if you take a rock, which, according to our regular tests, would fail absolutely—you oftentimes get surprising results. In the city of Berkeley we had three quarries. Two of them were of comparatively hard rock, one quite hard as a matter of fact, while another was a rock which, when placed in the DeVal machine, would attain a coating; it was gummy, and contained a considerable quantity of calcium carbonate; that is, it was a lime-bearing rock. Now then, though considerably softer than the hard rock in the other two quarries, it showed up very much better in the construction of asphaltic macadam roads. I think there is no question but that there was a fine material created in the actual rolling which bonded the larger particles. I am not at all sure but that if you can bond the materials so that you get the distribution of load, most any kind of rock will do. You have probably had experience with hard trap rock that appears as if it had been greased before the asphalt was applied to it. However, I don't know that there is much limit, providing your rock has a good cementing quality.

A Delegate: I am from Corona, and

in that small town, we have more macadam streets than almost any small town in the State,—about 32 miles. When we first went into the use of oil, we used natural well oil, and we found that it made a good temporary road but finally went to pieces. There was a street right through the center of the town upon which it was decided to use decomposed granite, and accordingly we put six inches of that material down. After two years it went to pieces, too, and we had to take most of it away. Then we tried crushed porphyry rock, crushed right in town, and we built the whole street out of that. At the present time it is standing up even under heavy traffic. Most of the heavy traffic that goes through Orange County, or anywhere from Riverside to San Bernardino, goes right through the streets of our city, and they are holding up well; I will say better than most concrete streets. We have very little concrete, by the way—I think only two blocks of it, the remainder being oiled macadam. We find that it begins to get that wavy effect on the outside, and that is really the only problem we have to look after. That is a point on which I hope to get information to take back to our city. We will be glad to have any of you examine the streets of Corona, and see what we have accomplished with good crushed rock and oil macadam.

Mr. Manus, of Watts: I would like to ask the speaker if he has had any experience with Willite?

Mr. Kennedy: No, I have not. That is one type of pavement I have had no experience whatever with.

Mr. Gertsen, of St. Helena: Some short time ago we did some paving along our main street. We used crushed rock or macadam. I have noticed very often that on the sides of the street where gasoline has dripped, you can pick out the pavement with your fingers. People came to me and wanted to know what kind of a job we were doing there. We had an inspector on the job, and I asked him the same question. He said it would be all right eventually and that if we covered it over with sand, in due time it would harden up. I want to know if that is faulty construction, or if gasoline has that effect on asphalt at all times, and

whether there is any way to cover it and avoid that trouble.

Mr. Kennedy: Gasoline is a solvent for asphalt, and, under proper conditions it will dissolve it. The way that it has been handled in most municipalities is by the passage of an ordinance providing a stringent regulation, to prevent the leakage of gasoline on streets. A single case will probably not seriously damage the pavement, because, if left alone, and the people do not experiment by picking it up, it will harden with the evaporation of gasoline. However, if it is continued in one place, you will dissolve all of the asphalt, and you will have nothing left but the original rock and sand materials out of which your pavement is made, without any binding material.

S. B. W. McNab, of San Bernardino: Perhaps I can give you an experience that may be valuable to the gentleman from St. Helena. Ten years ago we had the same experience in our town, and we had most of our complaints about the asphalt being dissolved out by gasoline. So we passed a stringent ordinance about drip pans, and in those old times of the automobile we were very strict in the enforcement of that ordinance. We were very much alarmed about the matter. But after a time we found that the pavement hardened, and the difficulty was eliminated entirely; the pavement stood the dripping just as well as a concrete pavement would. However, we have found another substance that is bad for the asphaltic pavement. It will eat it up, even concrete. It is due to the custom that some of our ice cream parlors have of pouring out in front of their establishments the water that comes from the salt that the ice cream factories use in the manufacture of their products. In fact, we have found that that water will eat completely through the pavement, and, as I say, it will even eat concrete. I observed in one instance where we had a rock gutter made of boulders laid along side by side, that it would eat the dirt out between the rocks. I think it is much more injurious to an asphalt pavement and asphalt gutters than the dripping of gasoline, because if your pavement is laid for a year, it will become so solidified that you won't

notice any effect at all from the gasoline. I had this experience some ten or twelve years ago, and we had the same thing last year. We relaid a portion of the streets eight or ten years ago with Warrenite, (previous to that we had been using an asphalt surface of two inches) and we found that this new pavement was in the same condition where an automobile stands. But I am satisfied by next summer it will stand the gasoline without any bad results. I would like to inquire from the gentleman who has just been addressing us if it has been determined what the life of, say, a five-inch or seven-inch concrete, asphaltum concrete pavement, as laid in the old way and properly laid, has been found to be? What length of time, with heavy traffic, has experience shown that that will last?

Mr. Kennedy: To my knowledge, the life of any of these pavements in ton miles has not been determined. A mere statement, as I tried to point out a while ago, that a mile of street or a mile of road costs so much to maintain, does not mean very much, because it has to be taken in connection with the movement of traffic which it has had to carry, and until you can determine in ton miles, as railroads do in ton miles, something of the traffic to which a road or street is subjected, you haven't very much to base such a statement upon.

Mr. Griffin: And I might add, if Mr. Kennedy will permit me, that the local conditions vary so that it is very difficult to state any definite period of life for a certain pavement.

Mr. Hogan, of Stockton: I quite agree with Mr. Kennedy in a great many of the statements he has made, especially with reference to asphalt macadam, commonly known as oil macadam. I believe that is a pavement that is destined to play a very important part in highway construction, and believe that it has been given a black eye and has been looked on with disfavor recently, largely from a misunderstanding of conditions that have brought about the failure of this pavement in some instances. I think the economic side is a very important side. Through the coming of great highways and the development of motor transportation, there has been a great demand for concrete highways,

coming largely from automobilists. And I have seen a great many highways, I would say would-be highways, costing \$15,000 or \$20,000 a mile, built by a community where I am sure the expense is not justified. San Joaquin County in 1909 voted a bond issue of \$2,000,000 for highway construction, closely following Los Angeles County. We built some 240 miles of what was then known as oil macadam and asphalt highways. I want to state that the majority of those highways are now in service. Any of you who have passed over them have probably gone over some pretty rough places; but I want to state right here that those highways which you have passed over have been highways taken over by the State of California, and their maintenance has been sadly neglected. The County of San Joaquin has a very efficient maintenance department, and their asphalt macadam highways are efficiently maintained and are giving wonderful service. I do not want to be understood as advocating that type of pavement to the exclusion of all others. I realize that it is limited in its use to certain conditions. But I maintain that there are thousands of instances where you could build a \$15,000 or \$20,000 highway where a \$9,000 or \$10,000 highway would answer the purpose exactly as well. Regarding the hard rock or soft rock question, I have had some experience with that. We had a very hard rock specified, gravity as high as 2.8, and we have in some cases had considerable difficulty in binding the face of such rock with the screenings. In many cases we have put down for a base what we term a cementing road gravel, a natural gravel which we get in the vicinity, which contains some rock of considerable size, but those up to two and a half inches are taken out and re-crushed and put back in the mixer. We are fortunate enough to secure a good quality of material, containing sufficient clay so that with proper watering and rolling with cement, it makes a very hard foundation. On top of that we have placed two and a half inches of crushed rock, and given the applications of asphalt—two or three applications. My observations have convinced me that that type of construction is superior to the use of very hard rock.

The County of San Joaquin is still building miles and miles each year of this type of pavement. And I want to repeat that, with proper maintenance, it is my opinion that that class of construction is still destined to play a very important part.

Mr. Fred C. Wheeler: I would like to ask the speaker the result of the use of strong alkalis in the cement on cement foundation?

Mr. Kennedy: I can only speak on that in a sort of second-hand way, because personally I have not had any experience with it. A recent report of the Highway Commission and of the Bureau of Roads dealt with that question. The failures of highways in the Sacramento Valley north of Woodland, in the rice producing section, have been attributed by the Highway Commission and the Bureau of Roads to the action of alkali on the concrete, where the water table was brought up so that there was a capillary attraction through the concrete, and the indications are that the binding value of the cement is absolutely destroyed in those cases. The action of the concrete would indicate that even to a casual observer, because of the fact that the failures have not been of the type of failures which you would ordinarily look for, as the concrete is broken into small particles, and is almost back to the original rock, indicating that the entire cementing value has been lost. I may say that the State Highway, and you are probably as familiar with that as I am, has had this problem to consider, and numerous plans have been suggested to overcome that. One of them is the laying of a considerable thickness of crushed rock, which would act as an insulation and protect the concrete from the capillary action. Of course, the surest way is to lower your water table so there is no chance for the water to come up.

Mr. Kennedy: A gentleman has asked what precautions could successfully be taken or are today successfully used, to satisfactorily and successfully construct a pavement on either an adobe or chalk marl sub-grade. There have been a good many volumes written on that, but I don't know that anybody has as yet definitely settled it. I think the experi-

ments at the University of California, in connection with the Automobile Association, have been, in the case of adobe, along the line of chemical treatment. The matter was taken over by the Bureau of Soils, under the course in agriculture, in an attempt to treat the adobe soils with some one of the chemicals—sulphuric acid was one of those that was tried—in order to break down the structure of the adobe as it exists at present. We have in the East Bay section, which comprises the cities of Oakland, Berkeley, and Richmond (and Mr. Chapman here ought to be able to tell us something on that line, because I think he has the worst conditions of all of us), we tried sand cushions, and various other things, but apparently, if you lay a sidewalk, for example, it has a tendency to tie itself up in a knot after a few years. May I ask Mr. Chapman to tell us something about that?

Mr. Chapman: We have had the adobe soil to contend with, as Mr. Kennedy states, and we have in some cases used screenings from the quarries over the adobe. We find, even at that, that the adobe swells enough to pull out the sand cushion below some of our sidewalks and pavements. We have not gone into any of the matters of the chemical treatment of soils. I know some of the experiments of the Bureau of Roads. We have found that while the adobe will swell, it never shrinks. That is, we find that a crack will run through it longitudinally with the street, and not transversely. If, for instance, we have a break in the center of the street, and the water gets under the pavement, a longitudinal crack will develop along the entire length of the break, but it will never go back. If it gets started with concrete, and is able to break the concrete before it is entirely hardened, we find it will raise somewhere between half an inch to an inch and a half, and that crack will not go back, either. The only experiments that we have made are with sand or gravel underneath the concrete. It is my belief that if we could get the concrete thoroughly hardened before the water gets into the adobe and keep the water out from under the adobe after we get it laid, we would have no trouble with the cracking of the base. Our ex-

perience has been that we have finished our roads just before the rains started in, when the concrete is somewhat green, and I don't believe any green concrete, six or eight inches, will stand the pressure of the adobe when it gets wet.

Mr. Orbison: Along that same line, it might be interesting to note, that at a recent investigation made by the Automobile Club, they found that adobe soils, under the conditions under which they were working, had, at the end of four days, a pressure of a little over 900 pounds per square inch. They also found, in a certain section of California where two contracts had been entered into by the same contractor on the same specifications, that on one there was a shortage of water, so when the sub-grade was prepared, it was graded and rolled without any water being added to it, and the only water used was the water in the making of the concrete itself. On the other contract they had plenty of water, and water was used in making the sub-grade as well, of course, as in mixing the concrete. The contract upon which a scarcity of water in the sub-grade was shown was in perfect condition, while the other had gone to pieces. And it is thought, from past experience in adobe soils, that it is most essential to prevent water getting to the adobe itself, and if no water is used in preparing the sub-grade, and just the amount of water used that is found necessary in making the concrete base, you will eliminate probably not all, but nearly all of the troubles that arise from adobe. In oil macadam on adobe soil, the difficulty would be in getting your pavement in seasonably before the winter rains come on. If you have to lay an oil macadam on an adobe soil, it is preferable to lay it after the rains are over and when the adobe soil has dried out.

Mr. Griffin: I believe that is very good. We have had some experience similar to that in Los Angeles ourselves. In one instance, we laid asphaltic concrete on adobe where the sub-waters were very close to the surface, and on another one we laid the asphaltic concrete on an adobe soil where the ground water was some 12 feet below the surface. We took the necessary precau-

tions, doing everything we could to make the cases parallel and keep the water out, just as Mr. Orbison has explained. We have found that it can be done, if you will simply use care to keep water out of the adobe for the proper time. The necessary amount of water used in the concrete mixing may affect it slightly, but an asphaltic concrete does not crack readily. So the slight effect of the rolling of the adobe, or the expansion of the adobe, does not come clear through the concrete, if you have taken the proper precautions not to let the adobe get too wet.

Mr. Lorraine, of Alhambra: The discussion seems to have been almost entirely confined to concrete and asphaltic cement and oil macadam. There has not been much distinction drawn between oil macadam and asphaltic concrete. I gain the impression from Mr. Kennedy's remarks that he is not in favor of concrete construction, because he finds it is much cheaper, particularly in regard to maintenance, where otherwise water will come through it, and that the surfacing materials will not adhere, and that, as all roadways are not perfect, it will be necessary to some day make repairs, and the concrete will produce more cost in the end, and maintenance is a part of the cost. I would like to get an idea from Mr. Kennedy, of the comparison between asphaltic concrete and hydraulic concrete—first cost, maintenance cost, and replacement cost all considered.

Mr. Kennedy: I think the gentleman misunderstood me in connection with that, because I do not believe I have attempted to draw any comparisons as to costs, as between any of the types of pavement. I merely suggested that all pavements, and I think it is a statement you will readily recognize, sooner or later are going to require maintenance, and I suggested that, in the case of the construction of a concrete pavement, it should be treated as if it would at some time be the base for another pavement. I called attention to the necessity in my mind of securing a density that would eliminate the danger of the failure of the surface of that pavement. As to whether you can construct a pavement of hydraulic cement or asphaltic cement is wholly dependent upon your local conditions as to the cost. But I think it should be borne in mind that neither of them is going to last for all time, and it is a question which one of these types, under your conditions, will give transportation for the least possible cost through a period of years—fifty years, if you please, not five years or ten years. Your concrete will at some time have to have some kind of maintenance. What kind of maintenance is the cheapest from a municipal standpoint is the question, and I believe we can take it for granted that the surfacing of concrete with an asphaltic mixture would be the best, probably. I merely called attention to some of the things you should watch in your concrete base.



SHOULD ALL UTILITY COMPANY PIPES BE PLACED UNDER-GROUND PRIOR TO THE INSTALLATION OF A PERMANENT PAVEMENT?

Mr. Griffin: I want to suggest now for discussion the question of whether or not all pipes should be placed in the ground prior to the installation of a permanent pavement. The subject covers such a wide field that it makes you stop and analyze it before giving snap judgment on it. Perhaps your first judgment would be, "Why, certainly, place all pipes before you pave." In some cities in the East, I am told they require that all pipes go down, and that the pavement be kept intact for a period of ten years, free from being cut. Just what does that mean, for instance, in a city similar to Los Angeles, where subdivisions are put on the market very rapidly, and perhaps only a portion of the land is built on at the time, when another subdivision goes on on the outside of that and that builds up partially, and still others follow beyond? If you demand of the utility companies, water and gas, to put in all pipes that may be required for a ten-year period, if you demand of them to figure ahead to that extent, what is going to be the situation with reference to subdivisions where perhaps 75 per cent of the ground is not built upon at the time the subdivision goes on? The fact is, that in southern California, no man can foretell many years in advance just what the probable development is going to be. In the second place, the result of your demand would be that they would have to increase their capital, to provide for such development, to such an extent that they would almost have to go out of business to buy the necessary bigger mains and install all house connections to prevent the trenches being dug in the street, and to blind in those house connections and even some

street mains until the development takes place. If you will consider for a moment, you can see what a huge capital it would require for any corporation to have to do that, when income on the installation would be so uncertain.

Then let us take the angle that the man who subdivides must visualize considerably on this, and must pay the corporation something to make all these extensions and put in all the pipes. If that is the way it is done, you are putting a burden on the realtor, the man that is building your city, who is developing things—you are, let us say, putting the burden on him of paying for seventy-five per cent more materials and things to be placed in a tract, and to wait that much longer for his return, when even the realtor's estimate as to when or how rapidly the tract will develop is only a guess. It is hard enough, you may say, at the present time, to get the subdivider to agree to put in even sewer connections. He will say to you, "It has cost me \$60,000 or so to get this street through and put in the cement curbs and walks and bring it to grade. Now you want to ask me to pay for house connections to every lot in the tract, when I know, as a matter of fact, that at least some of these lots will not be built upon for a matter of years." Those are part of the things they say. They ask you not to pass snap judgment, and don't say right off the bat we ought to place all pipes in before paving.

As I stated before, the natural inclination is to say, "Surely, all the pipes ought to go in first." But I believe this: that all sewer connections and all water connections, because water is in a sense essential to the public health, should be

placed in the street before the pavement is made. But I believe that we should not require the water company to plan the main line pipe or any other pipe down through a street of a capacity greater than perhaps to visualize ahead for two years or so. Because it would not be just to ask the water company or the water department to plan for some other thing that is going to open up beyond the end of this tract, that they know nothing about, and that would require, say, a twenty-four-inch main when a six-inch main will in all probability last for three or four or five or six years.

Then in the matter of house connections, for water and sewer, they should invariably be continued back to the curb, that is, I mean from the center of the main to the curblin of the roadway, to provide for a chance to stop the leaks that mostly occur in blind-end pipes at their ends, without tearing up the pavement. But even this is not going to cure all leaks in pipes or the tearing up of pavements. Because, take a two-inch house connection for water pipes, treat it with tar, if you like, seal it with a cap at the end screwed on in white lead, and wrap the outside, and put that house connection in and let water stand idle in it until the house is built in two years, and that pipe will rust out. Why that is true, I don't know. I believe it has something to do with the fact that the water stands in the pipe and rust takes place on that account. If that same pipe were open and being used today as a house connection, it would last forty years.

Those are things that you have to visualize before you slam down on the utility the large cost necessary, and say, "You must come through with all pipe connections first."

This has just been a sort of an offhand statement on my part, and I would like to hear discussion upon the subject. It

is a matter that we in Los Angeles are interested in at the present time. Los Angeles has been criticized for the immense amount of trenches we have in the street, and in a sense it is a just criticism, but in another sense it is absolutely unjust, because it would be wholly unreasonable to ask the utility companies to put in mains and these lines to the different lots, of adequate size.

I have just one further remark to make, and that is, I think you agree with me that if you are a visitor in a community, and you have your eyes open in making investments, and you go into a new city or town and you don't see any of the streets torn up, there are no chuckholes, no work going on in the town, you are going to go right on through and not invest your money there. They are a nuisance, these chuckholes and trenches, but they do mean that we are growing.

Mr. Byers, of Pasadena: We are troubled continually about those very chuckholes. The territory is building up quite rapidly, and occasionally we have three ditches running at one and the same time on a street,—gas, water, and sewer.

Mr. Griffin: A suggested remedy there is that in some cases it might be possible to have one trench dug, have the utility companies co-operate, and save both trouble and expense in that way.

Mr. Orbison: In South Pasadena, in our streets where we are laying a three-inch oil macadam pavement or better, after the trench has been excavated and the pipe laid, we round up the street for a period of about three weeks. Then we go in and open up the pavement a foot and a half each side of that, down to the depth of six inches and put in a four-inch concrete base and surface it with the materials of which the pavement is made. In that way I got rid of that trouble on Green Street in our city. I find, by putting in the curbs and leaving

a shoulder of six inches on each side of the trench, and then proceeding as I have indicated, it works out. Of course, it has been in use only eight or nine months, but so far it works out all right.

Mr. Griffin: We have a provision that the utility company opening a trench shall be permitted to back-fill either by the tamping or the flooding method. The tamping method was to tamp the materials back in about six inches in thickness, and the flooding method was to fill within a foot of the top of the trench and then flood until it was solidly compacted. All of the utility companies had been using the tamping method. But it was done without our inspection, because we did not have the funds to provide inspectors to make sure that it was being properly done. But we did realize that the trenches which they were putting back, which we surfaced afterward, were settling and breaking down again and making chuckholes in the street. So I finally inaugurated a method to force them to flood all trenches. And I have now arranged to have some inspectors go around on those trenches and see that that is done. But they say, "We don't want to flood; we want to tamp." If a man says that he wants to tamp, hold him to six inches and let him tamp, and then let him put in six inches more and tamp that. Then you will find that most of them will flood.

Let us keep to the subject as much as we can. What should we do with the utility companies in the matter of requiring them to provide some years ahead for conditions, to the end that the pavements need not be opened?

Mr. Lorraine: The subject opened up is a very interesting one to me. We realize that engineers generally like to aim at the perfect ideal. I like to aim at that, too. But I think we are likely to overdo in an attempt to do all that is necessary for the future; sometimes we

figure on everything that is necessary to go into the ground, and before we put in the pavement, and, after observation, I have come to the conclusion that, regardless of how much we do, we won't be able to put in a type of pavement that cannot be broken into. And there are various reasons why. We may want to change the type of construction, for instance. I believe that the only aim should be to put in one which will last a reasonable period, and let a future generation work out the rest of the problem.

As to the matter of what you should force the utility companies to do, that applies also to cities. The city pays some of the expenses for some of the utilities. If you are in the water business, you have to put in water pipes. In some cases you are imposing a heavy cost on the merchant, who is unable to carry on his business as he should; and again, what does it cost to have ideal conditions? The latter is probably the bigger problem. We are hardly justified in putting into the ground huge sums of money in order to try to have a perfect street. Even though we do try it, we won't have it, in my opinion—we will have to break into it. In short, in my opinion, it does not show either good financial judgment or engineering judgment to aim at such an ideal, and then impose an expense that is both enormous or more or less useless in an endeavor to reach it—for instance, to avoid the opening of a street.

Mr. Orbison: How about a situation where we feel it is reasonably certain that within three or four years, a tract of land will be fairly well settled up? Instead of having the realtor put it in at his own expense, why not let him have the subdivision accepted by the city, and then do the work under the street improvements act with bonds, which would give ten or fifteen years time in which to pay for it? That would not require him to put out a large outlay, but would

place the burden on the land he will sell. That would be one way of financing the matter.

Mr. Griffin: That method of handling it is a very good one, if it can be arranged locally to operate under a bond act. But I believe—I am not sure of this—that the State law prohibits the building of any improvement of a local nature under the bond provision unless it be for sanitary purposes. That is what gives us the right to build a sanitary sewer for a house connection. But water is certainly a sanitary necessity, too; there is no doubt of that. But how about the gas pipes? I don't believe it would be just to ask the utility companies to make such an installation as might be required at their own expense, of the size of pipe that we might eventually say was necessary. Furthermore, I think the pavements are not permanent enough—no pavement is really permanent—but I believe they are not permanent enough to justify the additional cost of putting in larger pipe, when some day, later, you are going to make a change. I say, let us make the changes by degrees, making the burden of financing easier upon the corporation, and making it possible to keep pace with the actual requirements as they arise.

Mayor Bacon, of San Diego: I feel quite certain that you cannot put any public service corporation under the bonding provisions of any street improvement act, as it would be obviously wrong to improve a private corporation's property by public taxation. But in the matter of water and sewer pipes it is different. We have our own water system in San Diego, and we are installing extensions continuously, with a connection for every lot, we also install sewer connections for every lot where they are not already installed. Here is a situation that arose recently, which should be of general interest. On one street we had a

main trunk line of 24 inches and on the next street to it we had a 4-inch main. Now then, it would be manifestly unjust to assess the cost of the 24-inch main on the property fronting on that street. It would be excessive, whereas, in the case of a 4-inch main, it would be very light, and perhaps not as large as the property there should pay. That question has been put up to us for solution, and I must confess frankly I think we handled it unfairly where we assessed the total cost of the large main against the abutting property.

Mr. Griffin: I agree with you that it is unfair, and I believe we should regulate matters to this degree, that we would force the payment under the bond issue of only house connections. Let the main line or lateral pipe running in the street be put in by the waterworks department, whether it be under city control or otherwise. I don't believe they would object to putting in the house connections, if somebody would pay the cost of them. I don't believe they would object to putting in the main in the street before paving, if they could be assured that house connections are going to be used out of that or paid for on that main. So I believe that if we will adjust ourselves to meet this situation, and say that the property owner must pay for his water and sewer connections under the bond act, and that if that is done in our ordinance, then the water company, no matter who it be, must lay their main line pipes and get back the cost of that main line pipe through revenues derived from the service rather than through assessment against the landlord, it would be valid and proper.

Mr. Orbison: How about the gas? I understand from the gas company that where the property is not fully developed, their practice is to lay the main and also the laterals, at the property owner's expense, and that if any prop-

erty owner uses his service within five years he gets back his cost of main and also the cost of the service connection. If he uses the service within eight or nine years, but not within five years, he gets back, not the cost of the service connection, but the cost of the main. In that way the property owner, unless he refuses to build or take advantage of that within eight years, is not bleeding the public utility. They require, and in fact the Railroad Commission has granted them that right, to charge the property only so much per front foot for the main and so much for the service, and then the utility must give back or refund in the manner just stated.

Mr. Griffin: But the gas company or the water company will not put in the service to each vacant lot on the street. Therefore, if we want them in, we must build those services under the bond issue, charge them against the lot. Then when the house goes on there, and he uses it five years, he gets it back for that service that was in there—he did not have to cut the pavement to put it in. The point is, how should we arrange our programs so that we can effect the installation of all pipes and avoid cutting up the streets? Can it be done? Is it advisable?

Mr. Lorraine: Here is another suggestion. In a portion of your city where you are going to put down a permanent type of pavement at once, the question is of course a more serious one. But in a section where the development has not progressed to that stage where it is necessary to invest much money on the ground, would it not be better to leave out your service during the period that you have the lighter type of pavement, and then later, when the heavier types are put in, install these services, at which time, doubtless, the development will warrant the expense, and the improve-

ment of the section will be such that it will begin earning at once.

Mr. Griffin: There may be something in that. The main thing would be to provide the house connections for each lot under any first-class pavement that we attempt to lay—put those in at the time you lay your first pavement with concrete in oil or macadam. I believe in that way you could avoid the criticism and protest that will naturally arise from the real estate owner who, we will say, put on his two blocks of lots, and has only three people ready to build houses. He comes into the council and asks that he be not forced to put in those house connections, because of the terrific expense. He owns all the land, and would be under a great expense to put in those house connections on property that he will not get anything back on for some time. He will make the protest stick many times in the city council. On the other hand, if there is any way under which we can show we are going to put it in against the property, and bonds can be issued against it, it will certainly be of value and take a great load from the man putting a subdivision on the market.

Mr. Lorraine: Of course we must not consider only the source from which the money comes. These improvements cost so much. In the end, it comes back to the city. In the beginning it is the owner that pays, but with a resultant benefit to the city. Nevertheless we want to strive for ideal conditions, but not overdo it. People are having a hard enough time to build; in fact, we are discouraging building sometimes and holding it back. It is easy to go too far sometimes, and we want to take heed of that fact. All we have to do is to look back a little, especially in the southern section of the State, and see what has happened. We did not have ideal conditions, and yet we

have a wonderful section, well developed, including many cities. I believe that if we exercise reason and common sense in the installation of these improvements we will get good out of it, and yet we do not want to be harnessing people with a greater load than they can carry comfortably.

Mr. Orbison: Do you know about what the life of the dead end service is?

Mr. Monroe, of San Diego: In San Diego we have a great deal of difficulty. In some parts of the city it is only nine months, while in other parts it is fifteen or twenty years.

Mayor Eicke, of Stockton: It seems to me that a great deal of this discussion about the disturbance of pavement can be eliminated in future by thorough and systematic city planning. The law provides for city planning commissions, and it looks to me that if thorough study were given to planning of a city in the matter of residential subdivisions which would go upon the market from time to time, that utilities can be taken care of in public utility units provided for that purpose. They will undoubtedly find it necessary to lay some mains through the streets, but why is it not possible to place a greater proportion of them in easements provided for that purpose?

Mr. Stranahan, of Fresno: That was our idea in Fresno; that we would provide all the subdivisions within the three-mile limit with those alleys. We still believe in the alley right of way for public utilities, and we are requiring of the new subdivisions that have come on to have such alleys or roadways for public utilities, and then we are not obliged to tear up the streets. Of course, your alleyway is something like the wooden block pavement. But somebody in Fresno had an idea that the only way to set a house connection in the street was to pass an ordinance that for two years after the street was paved they would not be allowed to tear up the pavement for the installation of utility service. That was absolutely foolish, because you can't prevent him from getting into the street, and in Fresno I think we have more streets cut up than in any city in the State.

Mr. Griffin: No; Los Angeles is worse.

Mr. Stranahan: That may be so; but

right now, where there was originally a 4-inch main, we are putting in 12-inch mains, and it is cutting up the town pretty badly. We get lots of criticism, and I have calls every day in the office. But the argument that you made, Mr. Griffin, a while ago, is good. If you go into a town with the streets cut up, you know you are in a live town, where things are moving. I really believe that we are going to solve these difficulties, and I am glad we could have this discussion, so as to bring out the different points of view. I think probably some of our difficulty is due a little to negligence on the part of the engineers. I know that in Fresno there has been a good deal of street work done, and the water company has not really known that the work was intended to be done until it was in operation. So I have arranged that the water company, as soon as the resolution for the work is passed, be notified that the street is to be paved. Many times this will relieve the difficulty, because it is cheaper and better for them, and better all round. Of course, we must realize that a water company, or the city water department, cannot go to work and in five minutes plan the work and get the money and material for it. It takes some little time, and they certainly are entitled to be informed in advance. I believe their natural tendency will be to take advantage of the knowledge and help us out. With us, in that respect, they have done as well as anyone could expect. Naturally, a water company is not going to pay the expense of repaving a paved street, if they find themselves economically justified in putting in the pipe lines and connections in advance of the pavement, to meet probable development. So I believe that some thought and a little bit of co-operation, mixed with a little bit of diplomacy and a little sound judgment, will help this matter out materially, and perhaps in the great majority of cities we will not have so much to worry about, after all.

Mr. Dupuy, of Fullerton: In our city we require a 20-foot alley for every lot in every subdivision presented to us, and we put our water mains and sewers and gas mains and our electric wires as much as possible in the alleys. We are just putting in sixteen miles of water pipe,

and in our downtown district we do not have to disturb a single paved street. The water mains are in the alleys entirely. I wonder if that isn't the best way to control the situation?

Mr. Griffin: Those cities that are fortunate enough in having the water and gas mains and sewers in the alleys, can handle the situation very easily. Reference was made a few minutes ago to the aid of city planning in this matter. City planning will, without a doubt, help you to visualize what the uses will be in different localities. But who is there who can visualize approximately what pipes may be needed, with accuracy? And even if he can, it does not pay the cost to the owner selling the property of placing these different pipes in advance. It is one thing to know approximately what sized pipe you must provide, and then another thing is the justice or injustice of requiring the utility company to install that pipe before you pave; or the owner to install it, or the connections to it. I want to say that we have very little trouble with our main line work in Los Angeles. Most of our trouble in Los Angeles is in house connections. We follow the theory, as was suggested by the gentleman from Fresno, of notifying the utility company far enough in advance that he has ten days after the subgrade is prepared before the contractor lays his final sheet—he has ten days time to place the pipes. So we don't have very much trouble there. Once in a while there is a terrible rush on. For the last nine months, I don't believe there is a man in the room who can guess within 50 per cent as to the number of trenches that have been cut in Los Angeles. I just happened to know that we have had 30,241 in the streets of Los Angeles in the past nine months. The city is simply growing so fast that our force of some 90 men with seven trucks and eleven road rollers can't put the trenches back as fast as they are being cut. I am running over 60 trenches a day behind right now, and it is piling up on me. So if you are struck by the fact of the terrible amount of cutting through the main streets of the city, just say Los Angeles is growing. A noted Englishman paid a visit to the city of New York, and after he had been there a time, he was asked the ques-

tion, "Isn't this a magnificent city?" and the Englishman's reply was, "When it will be finished, yes."

Mr. Marston Campbell, of Oakland: Mr. Knowlton and I were associated in putting in two miles of sewers in the city of Honolulu. We tried to avoid breaking up the pavement by running the side connections 25 feet to the property line. We spent a lot of money in doing that. And today not one in ten of those connections are used, and that street is entirely built up. In other words, we put thousands of dollars of work under the ground that is absolutely useless today, because no one can tell just where those laterals will be required until the property is built up. On the trench matter, you are solving it in Los Angeles. It is not a difficult thing. You have a large number of inspectors. The average city does not have many. I was city engineer of the city of Oakland for a long time, and we had trench inspectors. They were then forced to put the street back under certain conditions, and if the work was not done properly, the city went back and did the work and charged them the cost of proper repairs of the trenches. The result of that was that the utility companies are doing real, genuinely fine work on the trenches before they are turned back to the city. The engineer who endeavored to visualize the city of Oakland or the city of Los Angeles 40 years ago, and put in the pipes that the city would, according to his vision, need, has been crucified. The pipes of 40 years ago served the people of that time. The pipes of 40 years ago do not serve the people of today. We must not expect impossibilities of our engineers, and yet we must at least endeavor to visualize our municipalities beyond the present need, and look to future requirements in a reasonable way. The question of our sewers and water pipes and gas pipes is a health problem. We must give the proper protection in all of those utilities to the people, must put our work in such shape that we will meet the current demand there, too. And yet, with the limitations of money, perhaps in a certain place we can only put today a 4-inch pipe. Later on we have got to open that and put in an 8-inch pipe, and then later still a 12-inch pipe, and perhaps, finally,

a 24-inch pipe. As the Englishman indicated, when our cities are finished in these respects, they will be beautiful. But there is no growing community that is going to stand still on any engineer's vision of the right sizes of water supply pipes, or stop digging trenches. Those matters are with us every day, and they are a separate subject, and all we can do is to meet the conditions and take care of them with a sound judgment.

Mr. Lorraine: I would like to ask what would be the proper charge to make against the frontage for water mains extensions. In Alhambra, we put in our water mains under the local procedure ordinance, providing that in a certain section no water pipe less than 4 inches in diameter would be considered a service main. On that assumption we charged the property benefited for its proportionate part of the cost of the 4-inch line. Where you put in a 12-inch line in front of property, the city pays for the excess cost over the cost of a 4-inch pipe, or we charge it up to a bond issue. If it is a water main for the purpose of giving circulation, then the water department stands the cost of that main. If, on the other hand, service is taken from only one side of the street from a main, we charge the property on that one side with exactly as much as if there had been services on the other side, and the extra cost is taken care of by the water department. That may seem a rather complicated policy, but our purpose was to be fair.

Mr. Griffin: That would seem to be a most equitable arrangement.

A Delegate: Supposing that a water connection is put in before the property is sold, which is probably the most economical way to do it, as it can then be done before the pavement is put in, ultimately the property owner pays for it. But in the meantime, either the city or the utility company that is putting it in must bear the burden until the property is sold. No matter how you fix it, I don't see how in the world you are going to get around the matter of who is going to foot the bill. There isn't any question, so far as one can visualize the needs of the immediate future, if not of the future generally, that the logical way to do is to put in the required pipes before the

pavement is laid. But in any event, somebody will have to bear the burden of the improvement, and who is going to do it?

Mr. Griffin: That is the question at issue now, as to the justice or injustice of having one person or another pay those bills prior to the time the property is sold. That is one of the main reasons of this particular discussion. And personally, I believe if we can have some way of confining all of that cost to the land, irrespective of ownership, that is the solution. And I don't believe the proper solution is to take this very heavy cost and put it on the present owner of the property, a subdivision, say, in which one man owns perhaps 90 vacant lots, compelling him to pay for those 90 connections when he has not sold his property. I am not considering the community for a moment. He is the man that will pay, if he does not sell it in the next ten years. But I leave him out of it, and I say that lot must pay for it. So the solution I would like to see, if it were possible, would be that each lot would pay its cost of the house connection before the pavement be put in—build the house connections, but don't force the owner to pay in cash, let it be in bonds, running over a period of 10 years, against the lot. If that can be done, the man who subdivides the property says, "All right. I don't care. Put in all those connections." He will charge them against the land, and the man who owns it has to pay, and that will be the man to whom he will sell that lot.

Mr. Lorraine: What is the function of an engineer? First of all, where to build, and then to build well. But the function of the engineer is not only to build and build well at the proper place, but at the lowest expense. Therefore, it is just as much our duty to look at the problem, visualize it, and regard where the money comes from, as it is to look at the type of construction. Personally, my aim is to figure as far as I can reasonably ahead, to get, at a reasonable expense, the benefit we ought to have. And I think that ought to be the viewpoint of every engineer.

Mr. Griffin: I raised this point for discussion mainly because it is one that is somewhat clouded in different local-

ities. You often hear people make the remark, "I don't know why they don't place all pipes underground before laying the permanent pavement." They, like many others, do not give it the analysis that it should have, just as we have been analyzing it, and they do not see the different elements surrounding it that have been brought out by this discussion.

Mayor Brock, of Redlands: There is another point that comes up sometimes. I have known several subdivisions where the private utility absolutely refused to put in the water pipes, and the subdivider had to pay for all those pipes on the subdivision, whereupon the private utility immediately capitalizes that pipe line with all the rest of its equipment. It seems to me that not very much could be done in planning. Practically every board of trustees or city council is open to arguments of the man who comes in and wants to open a subdivision and help build up the city or the town. They will simply set the plan aside to give this man opportunity to develop and build up the city. I think the gentleman who spoke over here practically finished the whole argument by saying that we simply have to make the very best of things, and do as best we can. But to make a law that will be mandatory upon the city council and tie them up in a knot, I think will not work.

Mr. Kennedy: I think Mr. Campbell said something very pat on the subject when he described the amount of money that they buried in putting in laterals to the property. I have come to believe that even the placing of "Y's" along property on the hypothetical basis of lot division, is in itself a waste of money. I have had occasion to watch the matter from the standpoint in connection with the main sewers, as most of you men have, and I will wager that not more than one "Y" in forty is intact at the time the connection is to be made. If you seal it tight enough so that water won't get in, you seal it watertight, and you can't get the cap off, and when you have got the "Y" ready for use you have usually destroyed it, and if the house is planned by the architect, four times out of five he puts the house in the opposite direction of your plan. So it is my opinion that if you will lay your main lines to meet future development, take care of the future development as nearly as you may, you have done the most economical thing. With respect to another suggestion that has been made here: I have also come to believe that in residential districts the location of all sewers of comparatively shallow depth should be one on each side of the street—that that will in the long run be the most economical from the standpoint of sanitation and economy.

DUES RECEIVED SINCE THE SANTA MONICA CONVENTION

Avalon	\$ 10.00	Dinuba	\$ 30.00	San Marino	\$ 10.00
Carmel	10.00	Dixon	10.00	Santa Barbara	40.00
Emeryville	20.00	El Cerrito	20.00	Santa Monica	40.00
Fort Bragg	20.00	Fresno	50.00	Santa Paula	30.00
Glendora	20.00	Imperial	20.00	Sébastopol	20.00
Hyde Park	10.00	Jackson	20.00	Sierra Madre	20.00
Los Angeles	60.00	Kingsburg	20.00	Sonoma	10.00
Mayfield	20.00	La Verne	20.00	Sonora	20.00
Rialto	10.00	Montebello	20.00	South San Francisco...	30.00
South Pasadena	30.00	Newport Beach	10.00	Stockton	50.00
San Gabriel	20.00	Oroville	30.00	Suisun City	10.00
Santa Maria	30.00	Patterson	10.00	Sunnyvale	20.00
Santa Rosa	30.00	Porterville	30.00	Sutter Creek	10.00
Watts	30.00	Rio Vista	20.00	Tehachapi	10.00
Angeles	10.00	Riverside	40.00	Tracy	20.00
Arcadia	20.00	Ross	10.00	Tulare	30.00
Brea	20.00	San Bruno	20.00	Turlock	30.00
Chino	20.00	San Buenaventura	30.00	Ukiah	20.00
Colusa	20.00	San Fernando	30.00	Visalia	30.00
Davis	10.00	San Leandro	30.00	Watsonville	30.00
				Yreka	30.00
Total	\$420.00	Total	\$470.00	Total	\$500.00
				Grand Total	\$1,390.00

NEW COMPLETE LIGHTING SYSTEM FOR KANSAS CITY.

Kansas City, eastern gateway to that enormous and prosperous domain which comprises the western half of the United States will be one of the first cities in the country to adopt a uniform system of modern ornamental street lighting illumination on a large scale; and incidentally this improvement will mean displacing 2,000 gas posts with which the residential section of the city is now lighted, as well as a number of electric lights of the cluster and overhead pendant type.

The city has just contracted with the Kansas City Light and Power Company for the installation of approximately 7,000 lamps in Novalux units, and it is expected that by the time they are installed the number will be doubled in order to keep step with the progress of the city, the residential districts of which are rapidly expanding. An initial order for 2,000 Novalux units has already been placed with the General Electric Company, and additional ones will follow as the work progresses.

Some years ago there arose in Kansas City a demand for ornamental street lighting. The business district is pretty

well covered by street car lines, and therefore it was decided to utilize the trolley wire standards for holding the lamps. A cluster of four globes, each containing a 100-watt multiple lamp, was placed on each standard. Approximately 1,200 trolley poles were equipped in this way, the whole constituting what was called the Bright Way Lighting System.

Outside the business district, and between it and the residential sections there is a small zone which for a number of years has been lighted by four-ampere magnetite arc lamps of the pendant type and G-E Form 6 Novalux fixtures equipped with 600 candle power lamps and band refractors. The residential section has for years been lighted entirely by gas posts, using several thousands of gas lamps.

The recognized inefficiency of the cluster lighting, together with the poor results obtained from the gas lamps, resulted in a popular demand for better street lighting. The citizens, felt that while the city had made rapid progress in other respects, its street illumination had not kept pace with this advancement.

THE MAINTENANCE OF THE DIRT ROAD

There always seems to be one best way to learn how to do a thing, and this statement applies to road maintenance, too. Following the teachings and experience of an expert will be found the best way to learn how to properly maintain a dirt road. There is one state in this country where the road organization has perfected a system of road maintenance that is a system, and Wisconsin deserves all the credit it gets.

The fundamental idea of the patrol system of continuous maintenance is in Wisconsin extended to gravel and hard-surfaced roads as well. One man is given the responsibility for each section of road, and it is his duty to keep his 6 to 20 mile stretch in "travelable" condition.

The patrolman is absolutely responsible for the condition of his stretch of road, which is from 6 to 20 miles. Two rules early learned by the patrolman are that no water should stand on the surface or in the ditches; and that surface defects should be repaired at once so as to form a traffic-resistant crust. The first is maintenance; the second is repair. Proper maintaining will be a big aid to the draining off of water, and the best single tool for proper maintaining is the Road-Razer, which is responsible for the name of the "Road-Razer system of continuous patrol"—a process which is a step farther than the road patrol system of continuous maintenance, fostered by Wisconsin.

TITLES OF NEW ORDINANCES RECEIVED

Building Construction. An ordinance relating to building construction in the city of Beaumont. Beaumont, No. 80.

Bonds. An ordinance fixing the amount of bonds of certain officials. National City, No. 511.

City Planning Commission. An ordinance establishing a city planning commission and prescribing its powers and duties. Buena Ventura, No. 230.

Electric Wires and Electric Apparatus. An ordinance regulating the placing, installing, operating and removal of same. Redwood City, No. 219.

Fire District. An ordinance creating a fire district and regulating building therein. Compton, No. 123.

Fire Permits. An ordinance providing for the procuring of permits from the State and County Fire Warden by all persons outside of incorporated cities before starting a fire during certain seasons of the year for the purpose of burning brush, stumps, rubbish, etc., whether on one's own land or that of another. Tehama County, No. 65.

Motor Buses. An ordinance amending Ordinance No. 966 relating to the regulation, operation and licensing of motor buses. Santa Barbara, No. 1091.

Pound District. An ordinance creating Ophir pound district. Placer County, No. 23, Series B.

Purchase of Real Property. An ordinance authorizing the purchase by the city of certain property. Stockton, No. 750.

Residence District. An ordinance amending Ordinance No. 241 relating to the establishment of a residence district and prohibiting the conducting therein of certain businesses and industries. Inglewood, No. 244.

Soft Drinks. An ordinance regulating the sale of soft drinks and providing a penalty for its violation. San Jose, No. 1789.

Spraying of Fruits, Vegetables, etc. An ordinance prohibiting the spraying or treating of any vegetables, fruits or other food, intended for human or animal consumption, with poisonous substances. Los Angeles, County, No. 703, N. S.

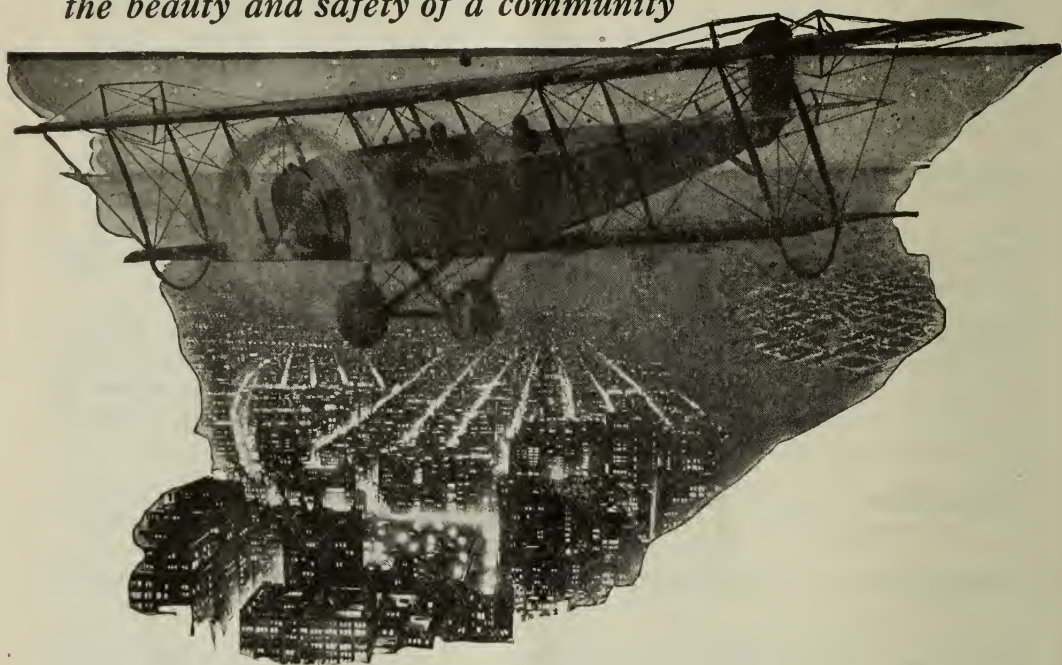
Traffic. An ordinance amending Ordinance No. 1752 relating to traffic. San Jose, No. 1788.

Traffic. An ordinance amending Sec. 35 of Ordinance No. 41,090, N. S., relating to traffic. Los Angeles, No. 42,696, N. S.

Traffic. An ordinance amending Ordinance No. 85 relating to the regulation of traffic and the use of the streets. Los Banos, No. 112.

Weight of Vehicles. An ordinance limiting the weight of motor vehicles and other vehicles that may be driven or operated upon the public highways of the County of El Dorado. El Dorado, No. 87.

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WHAT THE PACIFIC COAST CITIES ARE DOING

Salinas. City Council has considerable new street work in contemplation.

Pacific Grove. City may acquire new camp grounds. Progress is reported in street paving campaign.

Fresno. Adjacent residents complain of condition of sewer farm; relief measures are taken by the city fathers.

Red Bluff. The Board of Trustees has ordered an appraiser's survey of the Pacific Gas & Electric Company's distributing system here with a view to final purchase of the system by the city. A considerable paving progress is being contemplated here; it is proposed, according to the plans of City Engineer W. F. Luning, to pave some 62,000 linear feet with cement concrete at an estimated aggregate cost of \$45,655.

Redondo Beach. Street improvement in this city is picking up. Contracts were recently awarded and more are in contemplation. The trustees have decided to place a bond proposition on the ballot for an addition to the fire hall at the same time that the question of issuing bonds for the pur-

chase of North Shore is before the voters.

Newport Beach. A bond election was recently held in this city for \$80,000 worth of bonds for the improvement of the city water works. The vote was about 17 to 1 in favor of the bonds. There is more talk of changing the name of the city from Newport Beach to "City of Balboa."

Venice. City Trustee A. E. Coles in an interview to a local paper recently spoke very favorably of a proposed 300-foot boulevard, the cost of which is estimated at a possible maximum of a million dollars.

San Francisco. The last of San Francisco's Hetch Hetchy bonds, amounting to \$8,500,000, were sold on November 15th at par. This completes the sale of the \$45,000,000 issue and provides funds to commence construction of the aqueduct from Niles Canyon around the southern end of San Francisco Bay at a cost of \$5,000,000. According to City Engineer M. M. O'Shaughnessy this will add 22,000,000 gallons daily to San Francisco's present water supply of 40,000,000.

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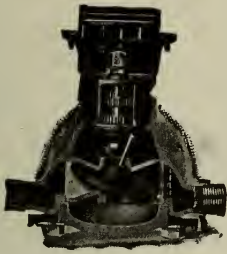
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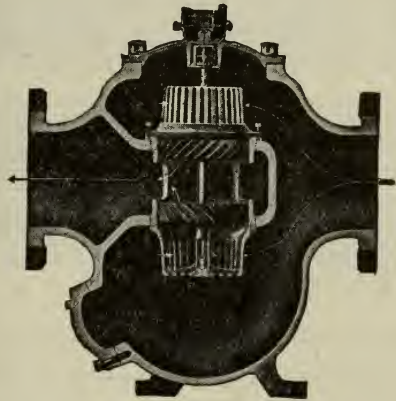
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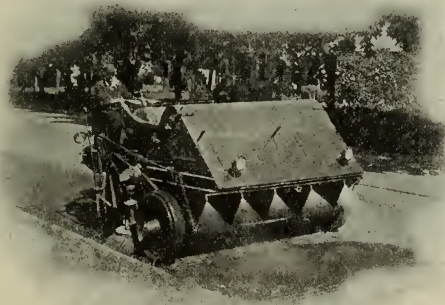
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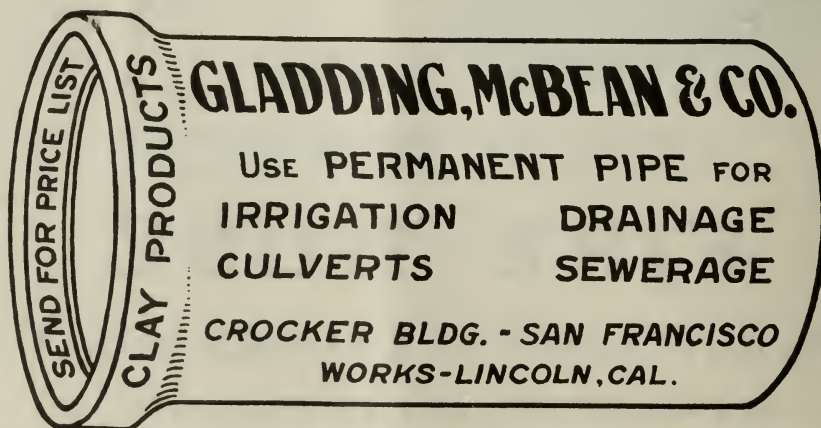
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View of Buildings at Stanford University

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2

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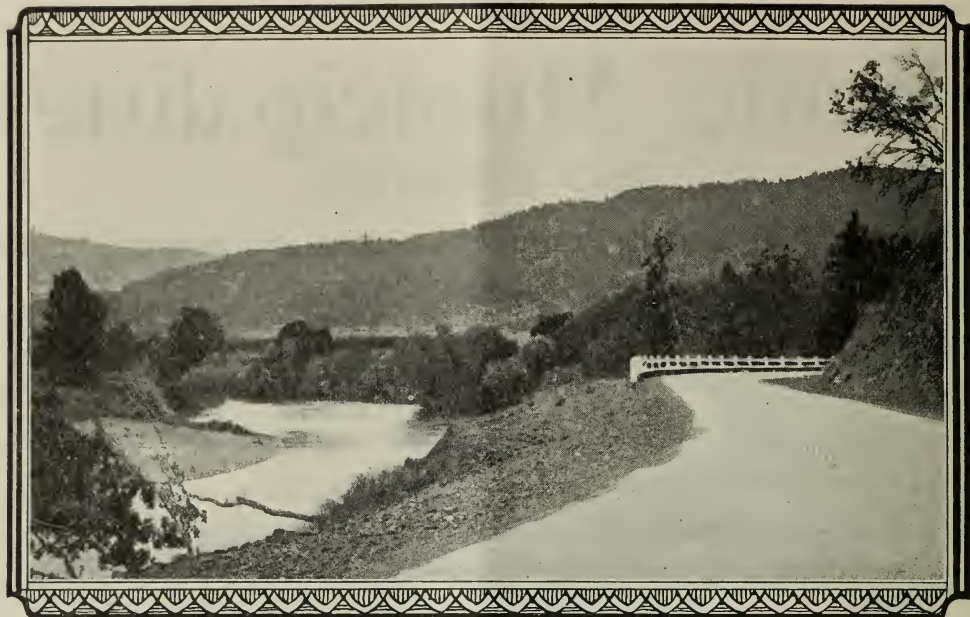
December, 1921

NOTICE—Every city belonging to the League of California Municipalities is entitled to a copy
of this magazine for each of its officials without extra charge. If not received kindly notify the
Secretary.

A. Carlisle & Co., Printers, San Francisco

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Douglas County, Oregon. This section of the Oregon State Highway system is the Pacific Highway near Myrtle Creek looking south. Umpqua River on the left. This pavement was constructed in 1920, consisting of a 3-inch asphaltic concrete base and a 2-inch asphaltic concrete wearing surface (Warren type).
 Photograph taken in July, 1921.

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The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California, under the Act of March 3, 1879.

THE SAN PABLO FILTER PLANT

By HARRY REINHARDT, Assistant Engineer, East Bay Water Company.

Filter plants are not entirely new in the State of California, but the strictly modern type of rapid sand filter, known as the American type, using the high rates of wash that are now obtaining, is very new out here. There are examples of



Mr. Harry Reinhardt,
Assistant Chief Engineer
East Bay Water
Company.

filter plants in use, principally the pressure type, with which many of you are acquainted. Some of them are using a prepared water, that is, a water that is prepared by the use of coagulates; some of them are using a water that has no previous preparation. The principal types of filters are the slow sand filter, in which the water enters the filter and is passed through a deep bed of sand, say about thirty inches deep, and delivered to the consumers directly. This water enters the slow sand filter without any previous preparation (that is, the general type of slow sand filter), and in it the rate of filtration is from five to six million gallons per acre per day. There are modifications of that filter, in which the water is prepared before it enters the filter,

but that is more nearly the rapid sand filter.

The rapid sand filter depends upon the preparation of the water before it enters the filter bed, and by this preparation, a great deal higher rate of filtration can obtain. That is to say, the normal rate for a rapid sand filter is about 125,000,000 gallons per acre per day, and that is only possible by reason of the fact that the turbidity, impurities in the water, are largely taken out by previous sedimentation, and the water is fairly clear when it enters the filter bed. It is then filtered through about twenty-four inches of sand.

A rapid sand filter, in order to be kept in operation, must be washed, and the washing process is simply a reversal of the filtering process. It takes, in an ordinary plant, about four per cent of the water that is produced to wash the filters. All the matter that has collected on top of the filter sand is washed out, and in most cases it is thrown away. In California, however, where water is hard to get, as a rule it is considered advisable to save the water that is used to wash the filters, and that is done by simply dumping it into the basins, allowing it to sediment there by itself, pumping it back from the sedimentation basins, and using it in that way. And it is a very large factor, where your water costs a good deal, as to whether you can save four per cent of that water that would ordinarily go to waste.

In the San Pablo filter plant, when it was designed, a number of considerations had to be looked to. One was that the water at times carried high turbidities, and at other times large amounts of algae, a great deal of excess at times, due to the teeming vegetation.

The filtering process consists of aeration, sedimentation, filtering through rapid sand filters, and storage. Before the water is stored, it is chlorinated lightly and allowed to stand in a well before distribution into the system.

Now, a description of the San Pablo filter plant. First comes aeration. Waters containing large amounts of algae, the most important issue to be considered in the purification of this water, require to be treated by aeration. The algae depend for their growth upon sunlight and carbon dioxide that is dissolved in the water. By aeration, the carbon dioxide is driven out and replaced with oxygen. There other things and odors, due to decayed substances forming gases, are driven out by aeration, simply by replacing the gasses.

After the water is aerated, it passes into the mixing channel. In the mixing channel, the coagulate is added. The reason for adding this coagulate is that it will cause suspended matter to rapidly precipitate in the sedimentation basin. The water, in aeration, is passed to a height of from about 16 or 18 feet, and it will retain in it the air a sufficient time to drive out most of the gases, that is, the noxious gases, and replace them with dissolved oxygen. In the mixing channel, the coagulates are freely mixed with the water, and, after a period of fifteen or twenty minutes in passing through this mixing channel, the reactions have completely taken place, and the water passed into the sedimentation basin.

The sedimentation basin is usually designed of sufficient size to cause a proper amount of suspended matter to sediment out. And just what that size is is a pretty broad question. The fact of the matter is, it has to be made somewhat arbitrary, if you had not had experiments covering a great many years to tell just what the water requires. In this particular place, the sedimentation period, at the normal rating of this plant,

is about six hours. The water, in passing that basin, consumes about six hours of time.

The basin is divided into two compartments, which are entirely separated, in order that one basin can be cleaned out and not put the plant out of commission.

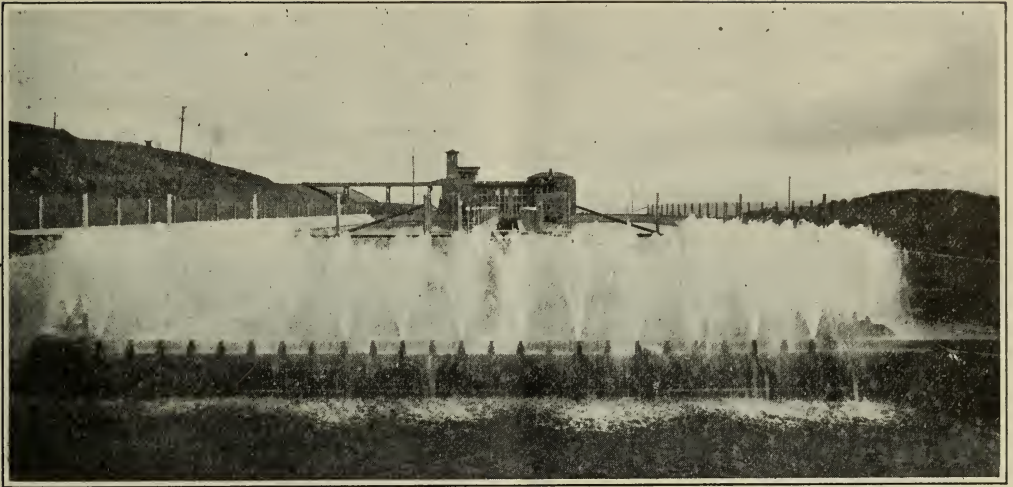
After leaving the sedimentation basin, the water passes directly to the filter. It there goes onto a bed of sand about 24 inches deep. This sand is in size about four-tenths of a millimeter. After passing through the sand, it passes on into about 16 or 18 inches of coarser gravel, graded down to a size of about one inch. In the bottom of this sand and gravel are what are known as the under-drains. Those under-drains collect the water, pass it through the rate controllers and into the well.

As I have stated, the washing process is simply a reversal of the filtering process. The affluent valves are closed, and the water is pumped up through the sandy gravel at the rate of about twenty-four gallons per square foot per minute—greatly in excess of the rate of filtration. The washing process usually consumes about fifteen minutes of time. The sands are the only part of the bed disturbed—the gravel itself remains stationary. If the rate of wash used were high enough to disturb the gravel bed, the sand and gravel would become mixed, and eventually some of the heavier particles of sand would get into the under-drains and cause you trouble with your apparatus for controlling the rate of the filter.

The wash water that is used for washing these filters is usually pumped to an elevation of from forty to sixty feet above the water, and is put into large pipes, so that the rates required can be obtained.

The San Pablo filter plant has eight filters. Each filter has an area of about 540 square feet, and, at the rate of 125,000,000 gallons per acre per day, it would give each filter about 1,500,000 gallons per day capacity.

There are a great many automatic features about a filter plant—the largest part of the filter plant is automatic. These rate controllers depend upon the differential in height between the sedi-



San Pablo Filter Plant; Aerator in Foreground

mentation basin and the well for their power to operate and control the rate of flow. The rate of flow on a filter must be kept fairly constant during its period of operation between washes. If it is varied rapidly, there is great danger of the very fine mat that is formed on top of the filter breaking. If this mat breaks during the time the filter is in operation, it will allow the raw water to pass right directly through the filter.

The elevation of the inlet at the San Pablo filter plant, the maximum elevation of the lake, is 315 feet. Therefore the water will flow by gravity to the aerator, which is at elevation 246 feet, until such time as the lake gets so low that the proper aeration does not take place. At that time, we have a booster pump, which simply supplies the deficient height at that time. The total amount of head consumed in the filtration process, from the aerator to the well, is about 8 feet. After the water leaves the aerator, this eight feet is consumed in the normal process of filtration.

I have here a number of photographs showing the location and the different structures and their types, and I think it would be just as well to pass them around to you so that you can see them, and particularly the engineers among you. The first one is of the inlet tower at the San Pablo Lake, showing its gen-

eral design and the location of the gate on the tower, so that water can be taken off at any elevation desired. The second is a general view of the San Pablo filter plant, showing the entire layout, including the aerators, sedimentation basins, where we keep all the water used to wash the filters. Then here are two pictures showing the aerators in actual operation. They illustrate very well the amount of aeration necessary. Insufficient aeration is simply a waste of money. If you fail to get enough aeration, your algae will grow just the same in the filters and in the sedimentation basin after it leaves the aerators. We have noticed in the plant that if we have a rise of about five feet above the nozzle, the algae will grow readily, whereas if we raise that height to about fifteen or sixteen feet, there are none growing at all. That means that the food for the algae has gone. This photograph shows the wash-water pumps and the control apparatus for the pumps. Each of these pumps has a capacity of about 1400 gallons per minute, and they are only used sufficiently to keep the wash-water tank full of water. This large pump, with a capacity of about 4500 gallons per minute, is used for the transfer of water from one of the sedimentation basins to the other, whenever we wash a basin. In that way, we pump the water from one basin to the other, and save about one and a half million

gallons of water, which otherwise would have to be lost.

The big question of the filter plant is the application of chemicals for the purpose of coagulation and sedimentation. Whenever you mention chemicals in water, people begin to prick up their ears and think, "Well, now, they are dosing this water with all kinds of chemicals." Chemicals are used, and they have to be used. Copper sulphate is used quite often to kill the algae that remain at a time when no other process can be used to kill them. Alum is used. Every bit of alum that is put into the water is taken out—it never goes through the filters. The portion that is turbid in the sedimentation basin is washed out as slush. These machines are known as the dry feed machines. Chemicals are applied in dry form, dissolved right in the plant, and run into the machines.

You will notice from this photo that the filters are entirely open, can be inspected at all times, and in that respect they are of course far ahead of the pressure filters, because it is quite a job to open up a pressure filter and see what you have inside. These filters can be drained down very readily and sanded, and you have nothing inside the filter excepting of course the underdrains, which are under the sand and gravel, and they can be inspected very readily. All the gates that you see there are hydraulically moved. There is a great number of gates and gate valves in the filter plant, and they are almost universally hydraulically controlled. For that purpose, we have an operating table. The operating table takes the water under pressure, in this case about eighty or one hundred pounds, and operates those gates simply by manipulation of small levers.

Here you will see shown the rate of flow. In order to know what the filter is doing, you must know the rate at which the water is flowing over it, and you must know the loss of head. If you allow your loss of head to become excessive, your filter bed will break down practically the same as will the change of rate.

A filter plant is a very delicate proposition. Once you get it, your job is to

keep it running, and to keep it running properly. It is an easy matter to have a filter plant that will strain the water—most of them will operate successfully in straining out the suspended matter in the water. But that is not the entire use of the filter plant. You want as well to strain out the bacteria—the suspended matter is not the only thing. For that reason, you must keep the filter beds in perfectly smooth condition, perfectly smooth from the top down to the very foundations, and the proper amount of coagulate must be added to the water so that the mat will form very readily and exclude the bacteria. All these features in the filter plant, such as the automatic valves, rate controllers, and pumps, require considerable knowledge and even ingenuity to keep running properly. Once a plant is allowed to go back, it is more likely to be a menace than it is a filter plant. For that reason, we require a chemist or bacteriologist who knows enough about the business to be able to get the best results. In the old pressure filter, where you could not see what was going on, it didn't make much difference what condition the sand bed was in, and you never knew until the difficulty arose, and then you had a nice job digging in there and getting all that stuff out of the filter. In this open type filter, where you can absolutely see everything that is going on, you can very readily stop anything that is liable to happen. After the water leaves the filter plant, it is usually chlorinated. That is of course, in a properly operated filter plant, absolutely unnecessary. That is a pretty broad statement, because of the fact that nearly every filter plant in the country chlorinates the water after it leaves the filter. Do you see the reason? The human element enters so much into the operation of a plant, that it is practically impossible to supply one hundred per cent water, perfect water, all the time. Bacterial growth comes through a bad filter. One bad filter out of a bank is sufficient, I would not say to pollute the water of a clear well, but to carry enough organisms through so that it would not be considered safe. So that nearly every plant that serves filtered water takes into consideration that those things are liable to happen at any time, and they chlorinate the

water regularly, some using large amounts of chlorine, of course, and some using very small amounts. A dose of about three pounds per million gallons is a very minute amount of chlorine. Properly mixed with the water, it will be perfectly satisfactory for killing all the organisms and all the bacteria liable to cause trouble.

In a brief way, that is the story of the San Pablo filter plant. There is not much to it. When it is in operation, it looks so simple that it would seem as if anybody could run it. But when you get that idea, it is about time to look for trouble. We have had this now in operation for a little over six months time, and we have delivered a satisfactory water. When I say that, it is measured, of course, by the number of complaints we get. All water systems get complaints of one kind and another. We don't get very many complaints who are using this water exclusively. That, therefore, is the measure that makes us think we are delivering satisfactory water. Our bacterial records show a fairly high bacterial removal. That is of course another indication of the efficiency of the filter itself. These tests are made before the water is chlorinated. A number of times after chlorination of water, we have taken samples that showed no bacteria present in one cubic centimeter. It is not necessary to carry chlorination that far, be-

cause if the colon bacillus, which is an indicator of trouble in the human faecal matter, is absent, you have nothing to worry about in your water supply.

As I think I have now told you about all there is to say about it, I would like anyone interested to ask questions upon the subject, and I will try to answer them.

Question: Is your clear water basin covered or exposed to the sun?

Mr. Reinhardt: The clear well is covered perfectly tight. That is, there is a little ventilation, but sunlight is entirely excluded.

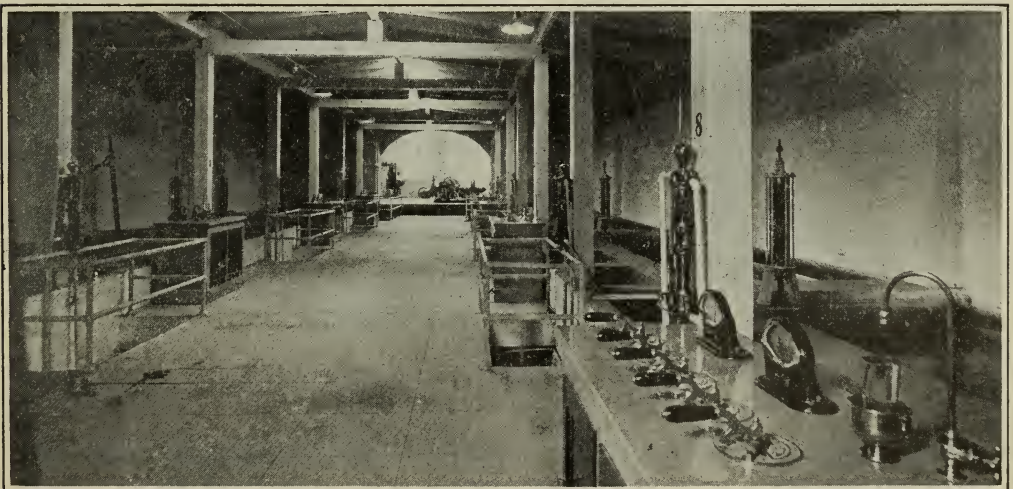
Question: If that were not covered, would it be subject to algae growth?

Mr. Reinhardt: Absolutely. In the process of adding coagulates to the water, carbon dioxides formed again, and carbon dioxide in sunlight will give plenty of opportunity for that growth.

Mr. Gierlich, of Monrovia. In Monrovia, we collect the water in a canyon, and deliver it to an irrigation reservoir, and there is a considerable growth of algae takes place. We also have what we call lime deposits. Will a process of the kind you describe kill both?

Mr. Reinhardt: You mean regarding the lime?

Mr. Gierlich: We have taken it up there in the ground for at least twenty



San Pablo Filter Gallery; Operating Tables in Foreground

years, and found a deposit of at least one-quarter of an inch.

Mr. Reinhardt: It is lime instead of water?

Mr. Gierlich: Yes. I wondered if a process similar to this would eliminate the lime?

Mr. Reinhardt: It depends on what form it is in. I believe, however, the aeration of the water itself, without the other process, would probably exclude enough of the dissolved gasses so that the carbonates would be precipitated immediately and not in the pipes themselves. That would simply be a process of aeration only.

Mr. Chapman, of Richmond: I am one of those who use the water of the San Pablo Dam exclusively, and I would like to ask what happens in the case of an overdose of chlorination. Then it is noticeable?

Mr. Reinhardt: Absolutely.

Mr. Chapman: That comes up to you once in a while?

Mr. Reinhardt: An overdose of chlorine is absolutely noticeable to some people. Some people are able to detect the minutest amount of chlorine in the water. But ninety-nine per cent of the consumers would know nothing about anything having been put in it. Sometimes a person will telephone in and say, "We have noticed that the water smells like iodoform," or something like that.

Mr. Chapman: That is it exactly.

Mr. Reinhardt: It is absolutely noticeable, but it is in such minute quantities that ninety-nine people out of a hundred would not be able to detect it.

Question: Is twenty pounds to the million gallons an overdose?

Mr. Reinhardt: It would depend. In the first place, it is pretty hard to dissolve that much of chlorine in the water, unless you have a very well designed mixer or diffuser, and the water is passing very rapidly, like in a solution machine. And if that water were served directly to the consumer, you would have all kinds of trouble, not only with your pipe lines, but with your consumers.

A Delegate: The City of San Diego put in twenty pounds to the million, and

the water went through a line about twelve miles long before it reached the consumer, and at the end of that time it showed a high count.

Mr. Reinhardt: I would say there was something wrong with the chlorinating machine, or with the chlorine.

The Delegate: The Board of Health set the dose at eight pounds to the million.

Mr. Reinhardt: That is considered a heavy dose.

The Delegate: But the water is not satisfactory even at this dose—it still shows a very high count—over a million count in ten cubic centimeters.

Mr. Reinhardt: Let me ask you this: Do you know if there is a large amount of vegetable matter, organic matter, in the water?

The Delegate: There is.

Mr. Reinhardt: It is probable that your dosing is not effective for that reason.

The Delegate: Do you think that, in order to overcome this it is necessary to put in a filter plant?

Mr. Reinhardt: That is very hard to answer right off the bat. A clear water, that is, a reasonably clear water, that can be stored for a short time, is perfectly satisfactory without filtration.

The Delegate: With a large supply, say a fifteen-million-gallon reservoir, and the surrounding region used for pasturage, and water is just now starting in to be taken from this source of supply, and the reservoir has not been properly cleaned.

Mr. Reinhardt: It is a new source of supply, is it?

The Delegate: Yes.

Mr. Reinhardt: That is one of the experiences right now. You have heavy growth of algae and a great deal of vegetable matter present in the water in such a new reservoir, and it is one of the hardest things in the world to treat when it is in that condition. It will of course improve with age.

The Delegate: You think, then, it would require a filtering plant in addition to chlorination for a new site of this kind?

Mr. Reinhardt: Yes, I think so.

Mr. Whittingham, of Avalon: We have a condition where we have water that runs from 130 to 160 degrees. In that plant, we have going through the condensers, speaking of the power plant, water where there is dropped a sediment in the condensers which causes us to clean them every seven to ten days, and in our pipe lines we have a deposit that comes in the pipes so that, in a period of from two to seven years, the pipes will close up from a two inch opening through calcium carbides. Will a plant of the kind you describe help us in any way to cut out that sediment, so our pipe lines will be able to carry a greater flow?

Mr. Reinhardt: I believe not, because if you keep it out of your pipes, you have got to catch it somewhere else. That is probably temporary hardness in the water, and if you can ever get that temporary hardness to deposit in your sand beds, it is just like trying to wreck a reinforced concrete building to get the stuff out. Some places they soften the water just on that account. A temporary hardness makes a regular concrete out of the gravel.

Mr. Whittingham: Is there any other process besides filtration, a system similar to this, that will eliminate the lime?

Mr. Reinhardt: There are softeners that are used, but unless you get a pretty good process for the water, the softening process is rather expensive and cannot be taken into consideration where water must be cheap.

A Delegate: We are softening the water for our power plant, and it is costing us \$1.10 per thousand gallons to bring that water to a five degree of hardness, and then we put it through a double filtering process, which brings it to about four degrees of hardness. If there is any way we can put in a plant to soften that water, it would pay us to do it, on account of our condenser. We have

something like 650 horsepower on generating units, and it takes us practically seventy-two hours to clean a 400 horsepower condenser, and that is done every seven to ten days on account of the deposit.

Mr. Reinhardt: If the softening process is carried on with the proper storage during the process, it would not be absolutely necessary to filter the water afterwards. If you could store that water during the softening process, for the proper length of time, it would be perfectly satisfactory without any further filtering at all.

A Delegate: In softening the water, would it not be possible to put a screen something like cheese cloth or something like that, over the filter bed, or would that interfere with the filtering process to catch the calcium carbonate?

Mr. Reinhardt: A cheese cloth screen submerged under water will last about ten days. A bronze screen was at one time used between the sand bed, and the gravel bed, to exclude the sand from the gravel and keep it from mixing. Of course, that would have no value to strain out the temporary hardness, or anything like that. We have at times had what we have called screen filters. But they are not very satisfactory, and we were continually replacing the cheese cloth.

Question: Would you state the nature of the coagulate that you use?

Mr. Reinhardt: Sulphate of aluminum is used by us in this plant. In mixing with water, it forms an insoluble hydrate which is precipitated out. A good way to explain that would be, taking the white of an egg and mix it with water before you cook it, but after you have mixed it with water you heat it and cook it, and it comes right out, whereas you could not see it before. That is just about as close a description of it as you can make.



COURTESY AS A MUNICIPAL ASSET

By W. E. VARCOE, City Clerk of Alameda.

While it may seem rather inappropriate, I wonder if possibly some good may not be derived from a frank discussion of the subject, "Courtesy as a Municipal Asset"?

Naturally we all resent the implication that we are lacking in the qualifications that go to mold a fitting exemplar of "Courtesy," still, I fear many of us are prone to be at times forgetful, and *are* inclined to be somewhat discourteous when the average layman, who is not as well versed or initiated in the maze of municipal procedure, fails to understand as quickly as we would wish, what to us appears a very simple matter. Are we not then apt to forget for the instant that we are servants of the people, obligated to them for a particular service, and assume the dogmatic attitude of the pedagogue who, realizing his mental superiority over youth, becomes satiated with this knowledge, forgets his duty and become impatient because the child does not grasp an idea as quickly as he would like.

I feel quite sure we are all agreed that the person holding public office, coming into contact daily with the public, is burdened with more than his allotted share of trouble, for it seems to be an accepted fact with a large number of citizens who have grievances, imaginary or otherwise, that it is their privilege to unload on the poor department head all the abuse the law allows. With these conditions to combat, I grant you that it is an easy matter to forget one's duty and not be a little discourteous in the treatment of the offender. However it is just at such a moment a friend can be gained for yourself and the entire municipal family by exemplifying the old Biblical quotation "a soft answer turneth away wrath."

Webster defines courtesy as "politeness" and "civility" and it is remarkable how the application of these two words by public officials in their meeting with the public, will make for the betterment of all and which in the end cannot help but advertise and build up the community in which you live.

Lord Lytton once said: "Courtesy is a duty public servants owe to the humblest member of the public." How careful then we, as representatives of the municipality should be in our treatment of the public, and what care and diligence should be exercised by the department head in seeing that those under him are schooled to realize that the day of the old time political pull is fast passing and that "courtesy" is now an asset and considered one of the necessary perquisites for the retaining of a municipal position.

Blackstone teaches us that ignorance of the law excuses no one. You will agree, however, that in the correction of the offender, the lack of courtesy cannot be attributed to ignorance.

Possibly those who should be made to realize this more than any one else are the members of our several police departments, for it is they who meet the greatest number of offenders, are continually called upon to answer innumerable questions and frequently act as mediators in the smoothing of other people's troubles. You have all met them in your various journeys, and what an indelible impression it made when you received a civil and courteous answer. Yet—why should they not be civil and courteous? It does not seem fair to imagine that to be otherwise would lessen their activities or ability to enforce the law. Quite the contrary it must and should be considered a necessary asset.

The City Clerk we know is the human directory for the dispensing of all complaints as it is to this official, at the head of the stairs, the citizens first turns to have oil poured on the troubled waters. The City Clerk to be an asset to the municipality he represents must be at all times "courtesy" personified. It is not always an easy thing to accomplish for his problems are sometimes mountainous, but it can be done by having uppermost in mind the fact that after all 'tis far better to make a friend than to lose one, for in this case a friend lost becomes an enemy to good government and municipal officials in general.

And what can be said of the poor Assessor and Tax Collector? I wonder how many of us present, not holding these positions, realize what they have to contend with. You and I, and every one else know for a positive fact that our property is over-assessed, particularly our personal property. We all know our tax rate is far too high. Our automobile is about ready to fall apart, still we are assessed at 75 per cent of its original cost. These and a thousand and one other excuses are advanced in the hope of having assessments lowered. Now, imagine what you and I and every one else say to those poor department heads when after patiently listening to our stories, we are told that our complaint is unjust, that we are rightly assessed, and that our tax rate is correct. How many of us could keep cool and collected under such an attack, but how necessary it is for them to do so for in nearly all cases they prove to us that we are wrong, and how much more readily we are willing to agree with them if their rulings are dispensed with courtesy.

So it goes through the whole category of public officials:

The Street Superintendents who in their several duties are continually explaining to the public the reasons for various assessments made against them under street, sidewalk or other proceedings, and which in all cases are for far greater amounts than the citizens thinks just or equitable.

The Board of Health or City Physician, the guardians of the health of the community, who come into their share of abuse when the quarantine is placed on

the home, or when we are ordered to do certain things for the preservation of health when it means an inconvenience to us to comply with their demands.

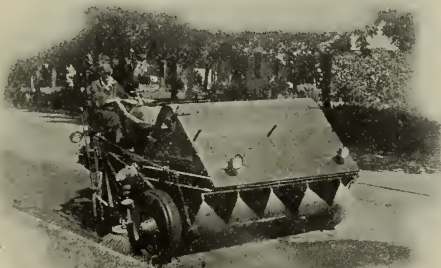
The Food Inspector when he in the performance of his duty condemns a lot of food stuffs that are unfit for human consumption.

The Board of Social Service when they have refused aid to some unscrupulous person who is not entitled to receive it.

And so I could go on naming each public official, Mayor, City Manager, Councilman, Supervisor — however, it would mean but a repetition as they all have their several problems to contend with.

Montaigne, the celebrated French essayist said: "Courtesy is a science of the highest importance. It is, like grace and beauty in the body, which charm at first sight, and lead on to further intimacy and friendship, opening a door that we may derive instruction from the example of others, and at the same time enabling us to benefit them by our example, if there be anything in our character worthy of imitation."

We are all vitally interested in the proper functioning of our respective departments, and how much easier it would be for official and citizen if we but considered the necessity of "courtesy" as one of the principal assets of our municipalities. In private life we demand it from our tradespeople so why should we not be willing and eager to dispense it ourselves, knowing and realizing that the success of a community is reflected in the amount of courtesy shown to the public by her city officials.



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AUTO ACCIDENTS—THEIR CAUSE AND PREVENTION

By IVAN KELSO, Associate Counsel of the Automobile Club of Southern California.

INTRODUCTION.

My subject, as you have learned from the program, is Accidents, their Causes and Prevention. Before approaching it, however, I wish to again thank your program committee for the privilege of appearing before you and speaking on this timely subject.

DEFINITION.

My subject title should be amended to read "Traffic Accidents, their Causes and Prevention," as I shall discuss only such accidents.

It is difficult to give a precise definition of the word "accident." Every effect has its cause, so that, in one sense, nothing is accidental. However, we are not concerned with so strict a definition of this word. Webster defines an accident as "An event which takes place without one's foresight or expectation: an event which proceeds from an unknown cause, or is the unusual effect of a known cause, and therefore not expected." Even this is too strict a definition, as most collisions in traffic are the natural results of known causes. However, we will use the word loosely, and include in it all those mishaps which so frequently occur upon our highways.

RECORDS

There are three governmental departments in the City of Los Angeles to which reports of accidents must be made. Section 1 of Ordinance No. 19946 (N. S.) provides that all accidents must be reported immediately to the Police Department, and records of such as are reported are to be found in the Traffic Bureau. The Board of Public Utilities requires reports to it of all accidents in which a public utility is involved, and the public utilities feel that if they report to the Board, their duty is discharged. Therefore, the police records contain no reports of collisions in which street cars are involved, except when the other party to the collision makes the report.

All accidental deaths are required to be reported to the Coronor, and most of them are. Few of them, however, are

reported to the Police Department, or if they are so reported, the data is not so kept as to be accessible when wanted.

Furthermore, the reports which do reach the Police Department contain little information of value. The questions asked are merely for the purpose of identification and not with a view to finding out particular things about the accidents or with a view to gathering information which would reveal methods of prevention. Moreover, they are disorderly and almost illegible.

So it is apparent that in Los Angeles at least, and I believe the condition is little different elsewhere, there is a real need for a proper reporting system, for it is only by having the facts that accurate conclusions can be reached.

Taking the records as we found them for the month of July, 1921, we endeavored to learn the following facts:

First. The total number of traffic accidents.

Second. The classes of vehicles involved.

Third. The time when the collisions occurred.

Fourth. The places where the collisions occurred.

Fifth. As far as possible the reasons why the collisions occurred.

We learn from these reports that, (1) during July there was a total of 3358 collisions.

(2) That the classes of vehicles involved were as follows:

	Per cent.
(a) Passenger carrying vehicles.....	.53
(b) Commercial vehicles .....	.03
(c) Motorcycles .....	.01
(d) Street cars .....	.33
(e) Horse drawn vehicles.....	.01
(f) Bicycles .....	.02

(3) We found that most of the collisions occurred during the hours of daylight, and of those occurring in the daytime, the greater number occurred in the late afternoon.

(4) A little less than one-half of the number recorded occurred in the business districts, including in this term such

business centers as Western Avenue from Sixth to Melrose, the business section of Hollywood, and similar districts, and the remainder in the residential and open districts.

Seventy-eight per cent occurred at street intersections, with the same percentage obtaining with respect to the collisions in the business areas and outside of such areas.

We found, therefore, that the dangerous vehicle is the passenger carrying vehicle with the street car a close second; that the danger hour is late in the afternoon; and that the dangerous place is the street intersection.

CAUSES.

Some little difficulty has been experienced in discovering why these collisions occurred, for the reason that most of those who reported placed the blame on the other fellow without saying just what the other fellow did or failed to do. We used our best judgment, however, and learned that the following were at least contributing causes:

(1) Confusion over R. O. W.	
Rule .....	.244
(2) Lack of, or inadequate, signals .....	.184
(3) Poor brakes .....	.174
(4) Speed .....	.067
(5) Intoxication .....	.03
(6) Cutting corner .....	.03
(7) Improper lights .....	.02
(8) Failure to stop behind street car .....	.006
(9) Undetermined .....	.245
	1.000
	1000
	.241

It will be noted from these figures that the principal causes of July's traffic accidents in the City of Los Angeles were:

First. Ignorance or selfishness as reflected in the number of collisions due to confusion over the right of way.

Second. Ignorance or carelessness as reflected in the number of collisions due to a lack of or inadequate signals.

Third. Ignorance, or carelessness or selfishness, as reflected in the number of collisions due to speed.

Thus, we have to deal with ignorance, with carelessness and with selfishness.

METHODS OF PREVENTION.

Education is the remedy for ignorance, and education, laying particular emphasis upon discipline, is the remedy for carelessness and selfishness. Education, then, is the remedy.

Now whom must we educate, and how shall we educate them? Turning back to our records, did we not find that the passenger carrying vehicle was involved in 53 per cent of the collisions? The operator of the passenger carrying vehicle, then, is the person who most needs educating. And did we not find that confusion over the right of way rule, and a lack of or inadequate signals, and too much speed or improper brakes caused sixty-six per cent of July's collisions in the City of Los Angeles? The right of way rule, then, and the need and meaning of signals, and the danger of speed and poor brakes, must be made clear, chiefly to the operator of the passenger carrying vehicle. Now how can these things be done? Before I touch upon this point, let me call your attention to the charts or diagrams which I have here, and let me show you why there is so much confusion with respect to the right of way rule.

Chart "A" shows a street intersection with the intersecting streets of equal width. Also the presence of two figures representing automobiles traveling at right angles to each other. They have come into collision, automobile No. 2 striking, with its front portion, the left side of automobile No. 1. Why did this happen, and how could it have been avoided? We will suppose that these vehicles had been moving at twenty miles an hour as they pursued their respective paths. Whose duty was it to avoid this collision? Section 20, Subdivision (f) of the Vehicle Act reads:

"Excepting where controlled by such traffic ordinances or regulations as are permitted under this act the operator of a vehicle shall yield the right of way at the intersection of their paths to a vehicle approaching from the right unless such vehicle approaching from the right is further from the point of the intersection of their paths than such first named vehicle."

According to this rule, vehicle No. 2 should have yielded to vehicle No. 1. But the operator of vehicle No. 2 was not merely careless; he was undoubtedly ignorant of the true working of the rule. He probably thought he had the right of way.

You will take note that this collision occurred at the intersection of the paths of the cars, which, of course, is the only place where it could occur. I wish you would also note that there is a distinction between the intersection of the paths of the cars, and the intersection of the street. Now when vehicle No. 2 reached the intersection of the street, vehicle No. 1, which is to the right of vehicle No. 2, had not yet reached the intersection of the street, and in this fact lies the confusion over the right of way rule. While vehicle No. 1 had not yet reached the street intersection, it was the same distance from the intersection of the paths of the vehicles, as was vehicle No. 2 when it was at the street intersection, and being equidistant from each other, and moving at the same speed, they were bound to collide unless one slowed down or speeded up.

Now it undoubtedly happened that the operator of vehicle No. 2, when his car reached the street intersection, and he saw that car No. 1 was still "a long way off," said to himself, "I have the right of way," and accordingly he proceeded. Very likely the operator of vehicle No. 1 said, when he saw vehicle No. 2 to his left, "I have the right of way," and accordingly he proceeded. Now whose duty was it to stop? Is it true that whoever reaches the intersection first has the right of way? Or does the right of way belong to the operator on the right?

The object of the right of way rule is to avoid collisions. Collisions occur at the intersections of the paths of the cars. Therefore, the rule should operate at the intersection of the paths of the cars, and whenever there is danger of a collision at this place, it is the duty of the operator on the left to yield to the operator on the right. Now, this is the rule regardless of the width of the streets; and it is the rule when one vehicle turns to the left to cross the path

of another. Distance is not and should not be the only fact to consider. If the right of way rule was so understood and observed nearly one-quarter of our collisions would be averted.

Now it is this kind of teaching which must be done. The subject of signals and speed must be treated in the same way and when the operators of vehicles understand the rules and observe them, our task is nearly done.

Now, how can this be brought about, and whose duty is it? The Automobile Club of Southern California has been working hard to do its bit by pamphlets, motion pictures, newspaper articles and speakers, but we reach only a few comparatively, and we reach them, only too frequently, after they have got into trouble.

We believe it to be the duty of the State of California, before issuing a permit to operate a motor vehicle to ascertain

First—Whether the applicant is fit, mentally and physically to operate such vehicle.

Second—Whether the applicant has a sufficient knowledge of the mechanics of operating a car.

Third—Whether the applicant has a sufficient knowledge of the road rules, particularly as to the right of way rule, the signal requirements, and the subject of speed.

When this is done our collisions should be diminished by over two-thirds.

Now, it will take some time yet before such a change can be made in our State law. In the meantime we should not sit idly by and wait. Remembering that collisions occur chiefly at street intersections, we should bring our speed cops "out of the bushes," as Will Rogers says, and put them where they will do the most good. Is it not true in your own experience, that when you see a traffic officer, you almost involuntarily slow down a little, or at any rate you glance at your speedometer to make certain that you are observing the law. Why do we not make use of this psychological fact, and put our traffic officers, out where they can be seen, in the danger zones? What good does a traffic

cop do when he pounces upon a "speeder" way out in the wilds where 40 or even 50 miles an hour will do no harm? He should be in plain sight, in the danger areas, and in this way he will actually aid in reducing collisions.

This doctrine is, of course, objectionable to our City and County Fathers, because they ask, "How much money could an officer bring in, in fines if he was where everyone could see him?" There, ladies and gentlemen, is the vice of our system. The traffic laws should not be revenue laws, but regulatory laws, and when we grasp this fact and act upon it, our accidents will rapidly decrease in number.

Now, our police judges and justices of the peace have it in their power to greatly assist in this work of accident prevention. They should be informed by proper records, which the Police Department should keep, whether the defendant is a first offender or whether he is a "peater." A "peater," of course, should be treated differently than a first offender. It has been repeatedly said, upon what authority I do not know, that not more than ten per cent of automobile drivers are habitually careless. If this is true, we should know who these habitual offenders are and handle them as their particular offenses justify. Heavy fines are excellent advertising mediums, but we have been levying and collecting fines for many years and the number of accidents increases. Let's be sensible and try something else. You know what Judge Cox of Orange County does. Not a speeder who goes over 50 miles an hour and gets caught at it but goes to jail. Now, I do not mean to emphasize the jail quite so much as I do this fact: that no one escapes the penalty after being caught. Herein, I believe, lies the secret of the Judge's success. Let none who is guilty escape. Put an end to the disgraceful and undemocratic system of "fixing" traffic cases.

Mr. E. B. Lefferts, a Safety Engineer of St. Paul, Minnesota, who was sent out here by the National Safety Council at the request of the Los Angeles Chamber of Commerce and who has just consented to head the Department of Public Safety of the Automobile Club of South-

ern California, makes this suggestion: That money should not be able to pay for the offense of speeding, or of passing to the left of a street car, or of failing to stop behind a street car where that is required, or of driving while intoxicated. He strongly urges a jail sentence for each offence. He does not, however, say ten days in jail, but one hour for each mile over the limit, for the first offender; four to six hours for the man who passes a standing street car; and considerable time in jail for the habitual offender and the intoxicated driver. We believe there is logic in this plan. We recommend it and we shall agitate for it.

I have already made this paper too long, but before closing I wish to again remind you that the dangerous place is the street intersection. This is because many intersections are what are called "blind corners." Buildings, or signs, or shrubbery, or trees, etc. obscure a driver's view so that when he reaches a corner and sees another vehicle approaching, he has but little time in which to stop. Even at only twenty miles an hour, he is moving thirty feet a second, and he will at this speed cross the average intersection is less than two seconds. So we should see to it that our street intersections are kept as free from obstructions as possible. Corners should be well rounded off, trees and shrubbery should be removed, signs or billboards should be prohibited and our main traveled streets widened wherever possible. If time permitted, I could show you how important this subject is.

In conclusion, then, ladies and gentlemen, we find that the most dangerous vehicle upon our streets is the passenger carrying automobile, with the street car a close second; that the dangerous time is late in the afternoon; that the dangerous area is the street intersection; that the chief causes of collisions are

First—Conclusion of R. O. W. rule.

Second—Lack of or inadequate Signals.

Third—Speed in danger areas; that education and training of operators is necessary; that the State should examine applicants for operator's licenses; that the police should be used to regul-

late traffic rather than collect revenue; that the courts should resort to a penalty of a few hours in jail, rather than to fines; that our streets should be widened wherever possible; that obstructions at

corners should be removed; and last but not least, that we should show and feel a little more courtesy and brotherliness when upon the road.

I thank you.

THE CIVIC DUTIES OF AN AMERICAN CITIZEN

By EDWIN A. COTTRELL, of the Department of Political Science, Stanford University.

Mr. President and Members of the League of California Municipalities:

The subject of civic duties has been emphasized by the speakers this morning, and very strongly emphasized by Secretary Locke in his annual report. It is not a new subject. I thought I would see how far back we have had city officials interested in what the citizens of the city knew about what they were doing. I found that about the year 450 B. C., in Athens, one of the city officials made this remark: "We learn to regard a man who takes no interest in public affairs, not as harmless, but as a useless character. Few of us are originators. We are all sound judges of policy. The greatest impediment to action is not discussion, but the want of knowledge which is gained by discussion preparatory to action."

And in last night's paper there is a long summary of conclusions presented by one of the bureaus of municipal research in New York. It gives seven conclusions, and the last one is this:

"No democracy can expect clear thinking at election time and in industrial and political crises from a public that is not trained to read regularly, to enjoy and think straight on current events."

All over the country today we are considering exactly what I have proposed to start at Stanford next year—a conference on governmental and municipal questions. You gentlemen are not the only ones interested in municipal questions. We have just recently closed a civic senatorial course at Stanford with one hundred and fifty students from every State on the Pacific Coast, and including Canada, and spent a week from 8 o'clock in the morning until 4:30 in the afternoon, every hour being devoted

to a discussion of civic questions. There was not a single absence of that one hundred and fifty during the week. Every session was fully attended. Now, those gentlemen are interested in civic questions behind you gentlemen. They are all backing up an organization of business men or civic organizations of different sorts that are spending money in the municipalities of which you are the officials.

The thing that impresses me at a meeting of this sort is, first, that there is not in our municipalities today a single political question; there is not in the State of California today, in its government, a single political question. Every question is one of business, pure and



Stanford University Presents Alluring Vistas

simple. There is no such thing as municipal politics any longer. There is no such thing as State politics any longer. And it is coming to be the fact that there are very few questions left in national politics. When President Harding put Mr. Dawes in as budget commissioner he swept aside the last remaining issue of national politics, and he said, "This is to be a business administration." I do not mean to say, of course, that political parties are going to disappear. I do not mean to say that politics will disappear. There must be organization of some sort. But you know, as municipal officials, and the citizen is beginning to learn, that it is civic organization that is really doing the selecting and the electing of candidates to office today, and those civic organizations are not based on whether you are a Red or Blue or a White or Black candidate, but whether you are a man, and whether you have a record as a man. The subject that you people must interest yourselves in, first, is that this is business.

What is the second point? The second thing is that it is not a dirty business. You go out into the country today, and what do you find? Most men say, "I don't want to take any part in politics. Politics is a dirty business." It has been emphasized over and over again that this is invisible government; this is corporation government, and a few other things, connected, all of them, more or less, in the mind of the average citizen with dirty business. You know and I know that that is not always so. But simply because you hold office, or because you try to get someone else into office, the citizen immediately connects you with that dirty business. That is your second task, then, to see that this is not a dirty business, but that it is a good, clean business proposition.

And what is the third? It is to show the citizen principally that he is a stockholder in this business. To be more exact, not your business, but his business, and that you are simply his representative, carrying out his business. What does that mean? It means education in the broadest sense. You may call it publicity if you will—publicity in the sense that you must carry to him, clearly and

emphatically, everything that you are going to do, and principally everything that you have done.

My chief impression of the municipal condition today is that the citizen does not know and has no means of knowing what you are doing. The newspapers will not tell him, except when you do something wrong. Ninety-five per cent of newspaper comment on municipal matters today is criticism of men in office. The newspaper lives on criticism. It wants criticism. Not a hundred words of the speeches that will be given from this platform during this Convention will the newspapers consider news. Some of them will print something of the talks—most of them will ignore them. But if one of you should get up here and call a certain mayor a grafter, and present something that might look like evidence, you would get a whole front page. The citizens read that sort of stuff, but they do not read the rest.

Another thing is that most of our municipal reports are not readable. Go into most of our cities today, particularly the older cities of the country, and you will find that the annual reports of the municipal officials are published in volumes of from 600 to 1600 pages—or several volumes two or three inches thick. Does anyone read them? No. A number of years ago, Mr. Cook was called in by Mayor Blankenburg, of Philadelphia, as the Director of Public Works. Mr. Cook had a growing reputation at that time as an efficiency engineer. He took the published report of the City of Philadelphia for the year before, of over thirteen hundred pages, and he boiled his report down to 103 pages and said all that was said in the earlier report. Again, the citizen does not care about the tabulations, statistics, and so on, that are usually put into such a report. But present a picture or a graph or diagram, and he gets back to his childhood stage of reading the pictures. The municipal reports of today must convey information which the citizen wants to know, and it is within your power to convey to him that information.

That is a rather large subject, it is a subject which I have said considerable about in Eastern cities, and there is where most of the criticism lies. I notice

that most of the reports out here on the Coast are short reports. Take the report of the City of Santa Monica, in a few pages, most of it short, general summaries. That looks like a report that would be readable, and that the citizens of Santa Monica could understand. That is the proper thing.

The next thing is that we in some way must convince the citizen that, after he gets an interest in the government of his municipality, and after he understands what it is about, there are certain problems for him to face. The first and largest one which is presented to him is a legal problem. We say, "We don't like this city charter. We want a new one." So we amend the old one or adopt some other form of charter. Three or four years go by, and we begin to amend the new one. We get a patchwork charter, and then we put in another new charter, and the citizen begins to lose interest because he says he has been called on too often to change the legal form. In most cases he does not understand it. I wish all of you would read the criticisms which are being spread over the country today concerning the National Municipal League and its designs upon municipalities. The last one is a series of criticism, a rather laughable article, in the September *National Municipal Review*. Read that and see what the newspapers of the country are calling the League, and what they are saying about the city manager plan. Most people do not understand the city manager plan or any other plan, simply because the rest of the country does not give it a proper explanation, simply because different conventions of this sort within the State do not emphasize it. They do not understand the different types of voting, simply because of the misinformation which is carried to them. I wish all of you could have seen and studied the character of campaign that was put over in the city of Sacramento. I don't believe there are ten people in Sacramento that can't stand up and explain proportional representation today, simply because of the campaign of education carried on along simple lines. They all understood, and they can all give you an explanation of that system, which is one of the most complicated systems of voting that has

ever been devised and put into force.

A number of years ago, in one of our big Middle Western cities, one of the best city engineers of that section put into operation one of the biggest water-works for the purification and softening of water that was then in existence. He also had charge of the biggest sewage filtration plant, and what was then the only garbage reduction plant in that section, making money. He had a visitors' register at each one of them. The first year there were 6214 visitors at the filtration plant, 6 of them from that city. So he began to question the different people about their water, and one day the water began to run a little turbid, and all the people came down on the engineer's head. He said, "I know it. We let the water run through today a little turbid, just to see if you would notice it." So then he began to educate the people to the fact that five years before at the installation of that plant, they had had a typhoid epidemic with many deaths, and since the installation there had not been a single case of typhoid originate in the city. That is what I mean by education. The same thing is true in a great many other cities. By simply showing the people what functions they enjoy, getting them to understand the purpose of this administration of ours, we can get citizen interest in the work.

The most important thing, and Mr. Locke has emphasized it today, is this: We are having an increased demand for municipal functions. Your hydro-electric development shows that. No one in the East is talking hydro-electric development. Most of the people in the East would throw up their hands and say "Socialism!" if you suggested it to them. They do not believe in owning and operating their own utilities. They can't come to it. Here is the City of Palo Alto, that we are asking you to come and visit next year, which owns and operates everything. Nothing is said there about the subject of Socialism. Nobody talked Socialism when we built the Panama Canal. But let the people of the cities come to talk about these questions among themselves, and under the wrong type of influence, and we will have Bolshevism and everything else apparently rampant,

simply because the people have misinformation. Now they demand better streets and brighter lights and purer water and better living conditions and cheaper power and effective health laws, and things of that sort and object to higher taxes. But just the moment that you show them that the installation of a good lighting system cuts down the cost of their police bills, or the installation of certain types of building or a zoning ordinance cuts down the cost of the fire department, and just as soon as you can work those things out and interlock them, one after the other, and they begin to reflect in their tax rate, then they see they are some vital part of the city administration.

There is another factor that comes to my mind. People will talk tax rate, they will talk nothing else, and there are very few municipal officials that show that the tax rate and living conditions are synonymous. The average citizen will kick about the cost of the health department, but he will stand doctor's bills and hospital bills for preventable diseases. They will kick about the cost of water, they will kick about zoning ordinances or city planning commissions, and yet they will pay higher insurance rates. In short, they never connect their ordinary bills for insurance, hospitals, doctors, and many other things, with the question of the tax rate. Many of you people know that, and many of you are not in a position to tell it. But most of you ought to be in a position to explain the tax rate and the results which the city government is going to show. In other words, your service is the dividend to the citizens who are the stockholders, and just the moment that those dividends are turned into ease and convenience and a better mode of living, and a worth-while city to live in, then the citizens are going to stand behind you.

The next thing is that this campaign of education has got to come from you. Don't let it come from outside. The reason for the growth of the Chamber of Commerce forums today is that we did away with that fundamental of democracy a number of years ago, the New England town meeting. I have lived in New England towns, I have been an official in New England towns, and I know

the effect of a town meeting. It seems to me a great loss that we must make up for in other ways. It simply meant that six or seven hundred people got together and discussed face to face the problems of the town for a year. They didn't have any serious difficulty in making decisions. The thing was threshed out and decided at once. The New England town meeting is becoming effective again in the theory of the Chamber of Commerce, in civic organization, in the women's clubs, and in every place where the men and women are gathered together discussing these problems within the scope of your influence. What we must do is to bring them together instead of operating separately. We must get the city official, the Chamber of Commerce Secretary, the President of the civic organization and of the City Club, if there is one, and the women's organizations—together in executive committee for the common good and for the discussion of all the problems that confront the municipalities. As matters are now, none of you can get all of your citizens into the largest hall you may have in the city. But you can get all the people that will turn out for it, and all the people that do not turn out for the discussion of public questions should be punished in some way.

That discussion is what I call education. It is getting the community interested, it is getting observation.

A book was written recently in more or less historical fashion of American life. The author of it was only a chap of 21 years of age, just out of college and just beginning his life work. He said this: "For three cents, you can buy all of your politics, all of your prejudices, and all of your religion," meaning that the American press today will tell you anything you want to know, and expect you to act upon it. There is a great deal of truth in that statement. Thousands and thousands of your citizens are getting all they know of government from the criticism of you, and you have no come-back. The press today is not reporting the municipalities in the way it should. The press is not building up democracy—it is tearing it down. The press is not holding up the hands of the servants of the people. You realize it and I know it.

I have been getting clippings on municipal conditions for fifteen years in nearly every section of the country, and I want to say to you that when I make the statement that not more than 5 per cent of all the clippings that I get are constructive criticism of city government, and that 95 per cent are destructive criticism of officials or institutions, you will see where the uninformed are getting their information.

We talk a great deal in this country about the education of the proletariat, and we talk about the work of the common people, and we rather sneer and laugh at sovietism in Russia. Let me tell you the reason for sovietism in Russia is simply because there was not any press in a proper sense, and that the press there did not tell the truth. The dictated press of other countries is not in operation here, but the press in operation here is not concerned with the citizen's problem as it should be, and that is the problem for the municipal officials to get in contact with and solve.

Now, this sums itself up in this: The citizen must take an interest in affairs. If he is going to cast an intelligent vote, he must have knowledge. He is going to get that knowledge from one of three sources: from the officials, from the political boss of the ward, or from the press—that is where he usually goes. And you can see the position of the American citizen today. It is easier to ask someone else how to vote, it is easier to read the criticism in the paper than it is to go to the municipal records and get the facts. We must present these facts to the citizen, and present them in a way in which he will understand them.

The second thing is that the citizen of today is demanding more and more the practically trained man for public positions. And the mere fact that most of you are holding your offices year after year is a recognition of the fact that the citizen recognizes that you are trained men and experienced in municipal conditions. Our city manager plan is nothing more than a recognition of that fact. And when two hundred and forty odd cities in this country can call in from one place or another a man trained in municipal administration and turn over to him the whole function of the city, it shows that

the people are willing and ready to trust the well trained public servant.

In the third place, the public demands more functions and the public is getting more service from its officials. But these functions must show a return for the amount of money expended. That sounds like a more or less foolish thing to say to municipal officials. All of you are trying to get a dollar's worth of return for the tax money that you spend. But it is a hard thing to show the tax payers that they are getting a dollar's worth of return for the taxes that they pay. That is what I mean by a constant hammering at the citizenry, telling them that you are doing certain things, that you are laying street pavements at so much a square yard while other cities are paying more; or you are building a waterworks at so much, while those of other cities are costing more; that you are doing certain health work, that you are cutting down the death rate, and so on. I remember a little instance in a Massachusetts city a number of years ago. There was a large industry in the Middle West that wanted to go East. It was to bring six thousand employees and was doing a very large business. It held a conference with thirty-six cities, represented by secretaries of Chambers of Commerce and mayors. They went into the whole subject much as you do in your own affairs. One man from a city of 4000, and I may say incidentally that it was a city manager city, arose and said: "Gentleman, I have only one statement to make about the City of X. We have a death rate there of four per thousand." He sat down. Everybody laughed at him, but that city got the industry.

Now, that is municipal advertising, and the people of that particular town knew it, and the people of that particular town know what that particular city manager was doing for the town, and the other cities began to clean house, because each one of them began to ask itself why it lost that particular plant.

The last thing is simply this, that with the culmination of all those forces working together and building up a community spirit, the co-operation of official life, business life, home life, and doing the municipal business for the benefit of all, is going to result in a community

spirit with a simple organization, a responsive thread running all the way through it, and what we call, or what we would like to call, a complete and satisfying democracy. And I say to you that these conferences are doing more to accomplish that than any other thing you

can do. My plea is simply that when we have these conferences, we get as many men and women from all the different organizations that are working for a better community development together to discuss their common problems, and then we will have much better cities in which to live.

POLICE "TANKS" NOW PATROL SAN FRANCISCO COUNTY

Information furnished by Chief of Police D. J. O'Brien.

Nine armored automobiles equipped with machine guns, were recently acquired by the police department of San Francisco.

The cars are equipped with bullet proof glass seven-eighths of an inch thick. The armor plate which protects the engine, gasoline tank and sides of the cars is half an inch thick. Side and back loop holes through which the officers may fire have been provided. When being tested the engines of these machines were operated continuously for two weeks and in recent trials attained a speed in excess of 60 miles per hour without being pushed to their capacity.

Perhaps the most important feature of these cars is the fact that it is practically impossible to distinguish them from the regulation machines of their respective makes. The cars are Hupmobiles, Hudsons and Chandlers, and were designed by Chief O'Brien, Captain Matheson and E. J. Lynch, mechanic of the police department in co-operation with the engineers of the various San Francisco automobile distributors.

Twelve Thompson machine guns have been purchased by the police department, each machine is to carry one and the remaining three are to be retained at the central station for emergency purposes.

Chief O'Brien recently declared that

San Francisco now possesses the most completely equipped police department in the country. He and Captain Matheson, on a recent tour of the East, visited the police departments of the various large cities, and the new automobile patrol is one of the results.

It is expected that the automobile thief will soon be a thing of the past in San Francisco. According to Chief O'Brien a twenty-four hour patrol will be maintained. The armored fleet is under the command of Sergeant A. T. McQuaide and it will carry a force of men armed with shotguns and rifles. Three of the armored cars will be operated in the downtown district and the remaining cars distributed throughout the city.

The California State Automobile Association, through its legal department and theft bureau, will co-operate with the police department in prosecutions for automobile thefts. Co-operation between the automobile club and the police departments has done a great deal to cut down the number of thefts and the new armored fleet is the latest move to provide an added protection to the motor car owner against theft.

San Francisco is also planning to install "thief traps" on all roads of ingress and egress. One station has already been established and others are planned.

WHAT OUR PACIFIC COAST CITIES AND COUNTIES ARE DOING

Antioch. The board of trustees is considering a new water supply. City Engineer Hawley has made a report recommending construction of a dam across a ravine on property known as the Gallagher Ranch south of the town. Engineer Hawley claims that the dam would insure a year's supply of water. The water could be brought to the municipal pumping plant by gravity and there raised into the large tank to give the necessary pressure. The estimated cost is \$50,000.

Dixon. Contract awarded for resurfacing 8½ miles of highway.

Eagle Rock. This city has sold its \$35,000 city hall bonds, the trustees accepting the bid of Frick, Martin & Co., who bid par and a \$3021 premium. The trustees also accepted the bid of \$675 by E. R. Sausborn for the purchase of a Chevrolet for the street department.

Glendora. The Board of Trustees has made the initial move to establish a two-unit pumping plant. \$60,000 cash from the sale of water bonds is available for the project.

Gonzales. This town will vote on the question of incorporation on December 30th.

Livermore. As a result of recent action on the part of the board of trustees promises have been secured from the Western Pacific and Southern Pacific Railroad companies to improve their grade crossings.

Long Beach. An oil well was brought in in the Signal Hill district on property owned by the city. The oil is flowing at the rate of between 500 and 1000 barrels a day. This is reported to be the first municipally owned producing oil well in the world. A bond proposition of between \$2,500,000 and \$3,000,000 for public improvements including a memorial auditorium, municipal hospital, the acquisition of sites for west side sand parks, and harbor dredging, will be placed on the ballot next February.

Los Angeles County. The Board of Supervisors have established a county planning commission.

Mayfield. This town is to install an electric sign over its main thoroughfare. The trustees wish to welcome the public and advertise the town's fine streets. A motorcycle is to be purchased for the town marshal to enable him to enforce the State and county speed laws. The city of Palo Alto has without charge loaned to Mayfield the use of its steam roller to complete street work on Stanford Avenue and Portage Avenue. This certainly shows a commendable spirit of municipal co-operation. The stone bridge at the southern end of the town is being widened at a cost of about \$7000.

Mill Valley. Street work for which a bid of \$198,166.25 has been made is being considered by the Board of Trustees.

Redwood City. The board of trustees rejected the only bid submitted for some oil macadamizing. The bid was \$5050, which was \$600 in excess of the city engineer's estimate. No new bids will be called for on this work until after the winter months.

Redondo Beach. This city is about to acquire a strip of waterfront property now owned by the Pacific Electric Railway Company. The sum named is \$30,820.00. The bond election to cover this is for \$51,000 to provide for the purchase of the property and for the construction of two jetties.

Salinas. Home builders of new residential tract ask city council for a 1410 foot sewer extension. The purchase of an automobile for night patrol duty was suggested.

Sonora. This city is discussing a street paving program but has not yet decided definitely on a policy. An outside consulting engineer is to be employed.

Stockton. This city may change its waterfront lines with a view to creating a steamboat harbor, improving navigation and providing a civic center. The city council has instructed the city engineer to furnish the city attorney with the necessary maps and data to make application to the Secretary of War for permission to make the changes.

San Francisco. The city engineer files appraisal of Market Street Railway Company properties. He fixes the valuation at \$40,000,000. A resolution calling for the initiation of negotiations to purchase the Spring Valley water system was referred to the Public Utilities committee for report.

"The industrial census of San Francisco shows that on January 1, 1920, this city had 2360 factories with a total capitalization of \$326,398,000. This investment is an increase of 124.1 per cent over the figures of 1914, says the United States census bureau. The number of persons engaged in manufacturing plants in this city in 1919 totaled 61,328, of whom 2451 were proprietors and firm members; 10,287, salaried employees; and wage earners, 48,590. Their total earnings amounted to \$78,621,000. The value of the manufactured products was \$417,321,000."—*Municipal Record*.

A resolution was adopted requesting Congress to remove the statute of limitations so that it would be possible for those who suffered fire losses in 1906 by the failure of certain German insurance companies to receive what was due from property in the custody of the Government.

The city engineer was directed to negotiate for the purchase of the road bed of the Ocean Short railway, recently abandoned.

The idea is to convert this roadway into a highway that will be of immense service to the city.

The following street work was ordered

Twenty-second street, from Mississippi street to Texas street, and Texas street, from Twenty-second to Sierra streets, by the construction of curbs, sidewalks, catchbasins and asphaltic concrete pavement.

Diamond street, between Bosworth and Chenery streets, by grading and the construction of curbs, catchbasins and asphaltic concrete pavement.

La Salle avenue, between Newhall and Phelps streets, by the construction of curbs,

sidewalks and asphaltic concrete pavement.

San Leandro. A special election will be held on January 10th in this city on the question of annexing certain unincorporated territory.

Turlock. This city has called for bids on an \$80,000.00 paving project.

COUNTIES

San Mateo. The supervisors have passed resolutions of intention calling for advertising for the sale of \$200,000 in bonds for the San Mateo Grammar School District and \$360,000 in bonds of the San Mateo Union High School.

TITLES OF NEW ORDINANCES RECEIVED

Cows and Other Animals. An ordinance regulating the keeping of same within certain limits of the city. Los Angeles, No. 42,758 N. S.

Boulevard. An amendatory ordinance declaring certain highways within the city to be a boulevard and prohibiting the use of same by certain vehicles. Santa Barbara, No. 1096.

Electrician. An ordinance creating the office of city electrician, providing for bond, and regulating the installation, etc., of electric fixtures and signs. Brea, No. 59.

Fire Limits and Construction. An amendatory ordinance relating to fire limits, construction of buildings and storing of petroleum products. Hanford, No. 277.

Fire District. An amendatory ordinance on the establishment of fire districts and regulating the erection of buildings. Eagle Rock, No. 183.

Intoxicating Liquor. An amendatory ordinance relating to the sale, gift, transportation, etc., of intoxicating liquors; regulating all other traffic in such liquors. Redwood City, No. 221.

Licenses. An amendatory ordinance relating to the licensing and carrying on of certain professions, trades, callings and occupations. Los Angeles, No. 42,757 N. S.

Prohibition Enforcement. An ordinance providing for the local enforcement of the eighteenth amendment to the Constitution of the United States and prohibiting conducting of place where liquor is sold. Lakeport, No. 171.

Repeal. An ordinance repealing ordinance No. 750. Santa Barbara, No. 1097.

Rubbish. An ordinance providing for the removal of rubbish and weeds from sidewalks. Newport Beach, No. 191.

Water Rates. An amendatory ordinance regulating same. Azusa, No. 208.

FIRE HOSE

The GUTTA PERCHA & RUBBER MFG. CO.

34 FREMONT ST., SAN FRANCISCO, CAL.

BUDGETS

By HON. RAY L. RILEY, Controller of the State of California

An Address delivered before the Twenty-third Annual Convention of the League of California Municipalities, at Santa Monica, California, September 27, 1921.

Mr. President, and ladies and gentlemen of the Convention: I imagine addressing this gathering upon the subject of budgets is a great deal like carrying coals to Newcastle. Every municipality in the State of California, practically, operates upon a budget. The last legislature spent about seven weeks discussing budget, which would indicate that there is a good deal to say about it, and in the short time at my disposal in which to address you, you will of course not expect me to go very deeply into it.

Several years ago it was my good fortune to serve as a member of the City Council of one of California's smaller municipalities. I say "good fortune" advisedly, because I believe it is a privilege to have part in the administration of California municipal affairs, no matter how small a part that may be. Later on I acted in the capacity of budget maker for that little municipality. After that I moved on to the Board of Supervisors of the County. So that perhaps I should be in a position to know something of the application of budgets to State and municipal administration.

If there is any duty that a public servant has to perform that is disagreeable, it is that of making budgets. It is a continual conflict between departments and tax-levying body. After three years in the State service, first on the Water Commission, and then as a Railroad Commissioner, in the tax-eating departments, I was appointed State Controller, and, adopting good business methods, I began to take an invoice of my job, and I found several angles of vision. First,

it is necessary for the Controller's Department to audit all the claims against the State of California, of every nature, and issue warrants in payment thereof. The Department collects the taxes levied upon corporations of all classes. Another department is the Tax Redemption Department. The Controller is also a member of the State Board of Equalization. And last, but not least, he is a member of the State Board of Control. So I find myself once more confronting the same old problem of making a budget.

The aftermath of war has created an acute economic question in the matter of taxes. We have suddenly found that we have a national government. When you stop to consider that, by direct taxation, the United States Government takes more money from the State of California than all the combined taxation agencies within the State, district, municipal, county, and State, you can then appreciate that we have a national debt to pay.

The first time I was elected in the State of California, I went in on that ever-living war cry, "Lower Taxation." The heavy taxation of that time was somewhat of a joke as compared with the present-day situation. It is really a question that is serious with every tax-levying body today. Good government costs money. Good schools cost money. Good roads cost money. And a good police force costs money. How far shall we retrench in public expenditures and not interfere with material progress?

When I say to you that the State of California has increased in value within

ten years one hundred per cent in round numbers, or from \$2,500,000,000 to \$5,000,000,000, it indicates remarkable strides for any State, and I don't believe it is really equaled by any other State in the United States. That makes the problem just a little more serious to those who have the levying of taxes in the State of California. How far shall we extend our capital investment in the direction of carrying on the orderly up-building of the State, and at the same time respond to the always prevalent demand for retrenchment in expenditures?

The Federal Government, for the first time in its history, is establishing a budget. The business of government has gone bottom up. Municipalities are today employing better business methods than any other branch of our Government. And as you go along up the scale, politics more and more interferes with the business of Government. The Board of Supervisors have a longer and a stronger political matter to consider in the expenditures of public funds in that matter of improvements than have our municipalities. When you get into the Legislature, you find the ordinary log-rolling methods. The member of the Legislature is known by the amount of bacon he brings home to his constituents. When he brings home the bacon, that means the expenditure of public funds. The Congressman is known by the amount of bacon he takes home to his constituents. And the only salvation for the situation so far as concerns not only the city government but the federal government, the State government—the government in general, is the adoption of a rigid budget system.

The way to save money is not to raise it, and the way to stop raising it is by careful and scientific budget. Budgets grow in value from year to year. All of you gentlemen representing municipalities know that. When, for instance, you get down to the number of sheets of carbon paper you are going to use, and have all matters of expenditures catalogued in advance, so you know exactly what you are going to spend your money for, it cannot but be a great advance. A budget with a minimum emergency fund is the proper business

method for conducting business affairs.

Previous to ten years ago, the State of California did not operate upon a budget. Ten years ago, the State Board of Control was organized, and a budget system introduced, though not a complete budget system. An institutional head comes in today and says, "I want \$570,000 for the conduct of my institution for the next biennium." That may be correct. On the other hand, there may be \$70,000 not needed. Perhaps he expects to get away with \$525,000. I have now made arrangements with the State Board of Control to introduce a proper budget system for the State of California, under which every head of a department will be called in on the 1st day of next July, and, in advance, he will have been supplied with work sheets, showing in detail for institutions every pair of shoes, every button, every lead pencil, every pound of beef, and so on down the line, that he expects to use in his institution for the next two years, and he will know more about that institution when he has prepared that work sheet than he ever knew before in his life—more about his own business.

We expect to have that budget analyzed and in shape so that it will be understood by the most dense member of the Legislature—if we have any dense members there. And each member of the Legislature will have a copy of that budget two or three weeks in advance of his appearance at Sacramento, and the taxpayers themselves will have an opportunity to observe what is proposed before the Legislature meets in session.

I am not going to take up your time with a discussion of this subject to any greater length, because the lunch hour is approaching and I know you all will want to partake of some of the hospitality that the Mayor of Santa Monica has told us about. But I want to say the Controller's Department comes into very close contact with a number of your municipal officials. Their relations in the past have been very cordial, and I want to say to you that the present Controller wants to keep that same close friendship with the municipalities that has existed in the past few years.

(Applause.)

NEW LOAD LIMIT LAW NOW ENFORCED IN THREE SOUTHERN COUNTIES

With the new ordinance regulating the load limit for trucks now operative and the eye of authorities bent sternly upon its enforcement, truckmen of three southern counties, Riverside, San Bernardino and Orange, must begin giving careful attention to the loading of vehicles.

The new load limit is 36,000 pounds for a truck and two trailers, 22,000 pounds for any four-wheel vehicle, and 30,000 pounds for six wheels.

Passage of the ordinance providing these regulations was effected by the Orange County supervisors September 7. Virtually at the same time similar measures were adopted by the Riverside and San Bernardino boards.

PROVIDES STIFF PENALTY.

The penalty attached to violations is fixed at not more than \$500 or not more than six months' imprisonment or both.

The ordinance which, when presented before the supervisors for their consideration, drew protests from delegations of truckmen and truck dealers, prescribes voluminous regulations for loading.

No vehicle, it provides, shall be operated or moved over any public highway, where its weight, resting upon the surface of such highway, road or bridge, ex-

ceeds 700 pounds upon any inch of width of tire, or 650 pounds where solid rubber tires are used.

The aggregate load, as mentioned, is restricted to 36,000 pounds, including the weight of loads and vehicles drawn by any one motive power.

MANUFACTURERS' RATING.

In no case shall the load carried by any vehicle equipped with solid rubber tires exceed a load above 50 per cent over the rating given by the manufacturer for such truck or trailer. The provision that 30,000 is the limit for any vehicle having six wheels running on the surface of the highway requires three axles not less than 90 inches apart.

When a trailer is used, the ordinance requires that at least 50 per cent of the entire load hauled shall be carried on the vehicle used for motive power.

A peace officer making an arrest for violation of the load limit ordinance is required to keep the offending vehicle, with its load, in his custody until such time as the load on the vehicle shall have been reduced sufficiently to bring its weight within the legal maximum limit. —*La Verne Leader*.

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STREET LIGHTING STANDARDS WANTED

The Town of Fortuna is in the market for some good second-hand street lighting standards. Municipalities having any for sale please communicate with Geo. R. Lane, Town Clerk, Fortuna.

EXPERIMENTS WITH ADVERSE SOIL.

In order to test different methods of treating adverse sub-soils upon which paving is to be laid, the California Highway Commission is about to institute a series of experiments on a section of road now being constructed in Solano county, from Denverton to Rio Vista. Nine sections, each 500 feet long, will be treated as follows:

Section 1. This section will be treated to a depth of approximately 12 inches with Portland cement in the ratio of one of cement to ten of soil, by plowing and harrowing sufficiently to secure a reasonably intimate mixture of Portland cement with the soil. After having incorporated the cement with the soil, the sub-grade will be rolled and finished for the concrete pavement.

Section 2. The same process will be followed as for Section 1, except that the proportions will be one of cement to twenty of soil.

Section 3. The same process will be followed as for Section 1, except that the

depth of treatment will be 6 inches instead of 12 inches.

Section 4. The same process will be followed as for Section 2, except that the depth of treatment will be 6 inches instead of 12 inches.

Section 5. The same process will be followed as for Section 1, except that hydrated lime in the proportions of one of lime to twenty of soil will be used in place of Portland cement.

Section 6. The same process will be followed as for Section 1, except that pulverized limestone in proportions of one of limestone to twenty of soil will be used in place of Portland cement.

Section 7. The same process will be followed as for Section 1, except that no foreign substance will be mixed with the adobe soil.

Section 8. The same process will be followed as for Section 1, except that 60 per cent asphaltic road oil will be spread at the rate of 3 to 5 gallons to the square yard.

Section 9. The same process will be followed as for Section 8, except that the depth of treatment will be 6 inches instead of 12 inches.

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TO DETERMINE THE CAUSE OF WAVY ROAD SURFACES

What causes a "tarred" road to develop that peculiar scrubbing-board surface is a question that has been worrying the highway engineers quite as much as the long-suffering public. As often as not the symptoms appear in a macadam road that has been treated with asphalt. But the trouble is largely confined to roads built with tar or asphalt. Concrete and brick roads never develop such a surface, and ordinary dirt roads seldom do.

The Bureau of Public Roads of the United States Department of Agriculture is building at the Arlington, Va., Experimental Farm an experimental roadway 15 feet wide in an attempt to discover the cause of the trouble. The road is laid out in the form of a circle with a 90-foot radius, and its circumference, 565 feet in length, is to be divided into sections, each of which will be surfaced with a different kind of asphalt or tarred surface.

The experimental sections will be

built exactly like actual road surfaces and when completed they will carry a "traffic" as much like actual traffic as it is possible to devise. The "traffic" will be supplied by a driverless motor truck which will be held to the circular path by means of a long arm extending from the center. The course of the truck will be altered from time to time so that the entire width of the roadway will be traveled.

It has not been possible to determine the cause by observation of actual roads because there are too many unknown quantities. The defect may be due to distortion of the earth under the road surface or to defects in the surface itself. It is probably caused in some way by the wheels of motor vehicles—how and why the engineers have not determined, largely because they have never possessed all the facts with regard to surface and subsurface conditions and character and weight of traffic.—Bureau of Public Roads, U. S. Dept. of Agriculture.

NOTICE TO CITY OFFICIALS

Let the rest of the State know that your city is still on the map. Write in and tell us about your municipal doings.

ALASKA IS PUSHING GOOD ROADS SYSTEM

Territory on both sides of the United States government railroad, being built between Seward and Fairbanks, Alaska, is being penetrated by wagon roads and trails which will serve as feeder lines for the railroad, according to Col. James G. Steese, chairman of the Alaska road commission.

During the past year \$206,654.82 has been spent on road work in a strip 100

miles wide along the railroad. Several quartz districts have been opened as a result of the road construction and, eventually, the mines will provide tonnage for the railroad.

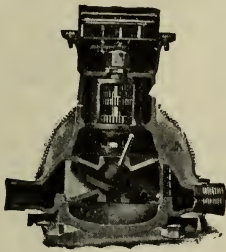
Colonel Steese has recommended that the government adopt a ten-year road-building program which will tap every producing district in the railroad area and through connections reach sections in other parts of Alaska distant from the road.—*County Officials Magazine*, November, 1921.

AUTOS KILL 10 IN 100,000

Deaths from accidents caused by automobiles and other motor vehicles, excluding motorcycles, increased decidedly in 1920, as compared with 1919, the Census Bureau announces. The deaths due to motor vehicles last year averaged within the death regis-

tration area of the United States 10.4 per cent for each 100,000 of population as compared with 9.4 per cent in 1919.

Of the total number of automobiles registered in the United States (approximately 8,500,000) 10,314 are municipally owned cars and trucks.



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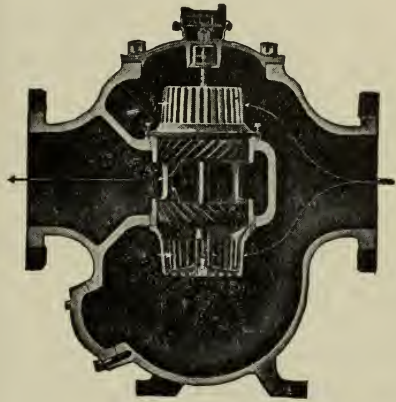
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CLEVELAND ADOPTS NEW FORM OF GOVERNMENT

On November 8 Cleveland adopted at the polls, by a vote of 77,704 to 58,349, an amendment to its city charter providing for the manager plan of government and the election of the council by the Hare system of proportional representation.

Cleveland is far larger than the next largest city which operates under the manager plan, and some ten times as large as Sacramento, the next largest American city which elects its council by proportional representation.

The adoption of proportional representation and the manager plan together makes Cleveland the leader among the great cities of the continent so far as form of government is concerned. According to Professor Augustus R. Hatton, who drafted the amendments and led the campaign for their adop-

tion, "A new type of council will be elected. It will be much closer to the real interests of the people than any council that Cleveland has previously seen. It will be abler, more independent, and more representative. There is no doubt that the coming of the manager plan means greater executive efficiency, and, therefore, more service to the people. Getting politics out of the executive side of the city government alone would do that. It will also mean the setting up of an executive service which the people can reach and control at all times."—*Cleveland Plain Dealer*, November 9, 1921.

The new form of government does not go into operation for two years, the first election under the amendment being held in November, 1923.

CITIES HAVING PAID THEIR DUES DURING THE PAST MONTH

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Culver City	10.00	Wheatland	10.00
Etna	10.00	Colfax	10.00
Fort Jones	10.00	Dunsmuir	20.00
Petaluma	30.00	Fortuna	10.00
Piedmont	30.00	Sacramento	50.00
Sanger	20.00	Sausalito	20.00
Stanton	20.00	Walnut Creek	10.00
St. Helena	20.00	Willits	20.00
Taft	30.00	Yuba City	20.00
Upland	20.00	Total	\$410.00

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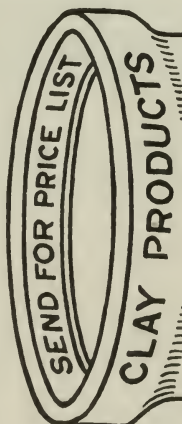
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